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ABSTRACT

Data for use in the development of sound public policies for financing education in the United States are provided. Chapter I deals with enrollment trends relating to urban public and nonpublic schools with a discussion of demographically related elements such as housing, migration, and race. Enrollment data is broken down by years, sponsors, grade divisions, and race. Educational trends that affect school enrollments are discussed such as the decline of religious teachers in Catholic schools, and rising costs in public and nonpublic schools. In Chapter II, the capacity of the Chicago, Detroit, and Milwaukee school systems to absorb additional students without new school construction is shown to vary substantially, depending on the nature of the standards that are used to define an acceptable student teacher classroom ratio. Chapter III estimates the current economic value of nonpublic school operations in Chicago, Detroit, and Milwaukee, based on 1970-71 cost data for capital outlay and operations. Chapter IV deals with public and nonpublic schools in Philadelphia concerning enrollment trends, building capacity, and financial impact of declining nonpublic school enrollment. Chapter V summarizes highlights of the study report. (For related document, see ED 058 473.) (Author)

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The Financial Implications of Changing Patterns of Nonpublic School Operations in Chicago, Detroit, Milwaukee, and Philadelphia

Prepared by
The School of Education
University of Michigan

ED 033 187

Submitted to The President's Commission on School Finance

THIS IS ONE OF SEVERAL REPORTS PREPARED FOR THIS COMMISSION. TO AID IN OUR DELIBERATIONS, WE HAVE SOUGHT THE BEST QUALIFIED PEOPLE AND INSTITUTIONS TO CONDUCT THE MANY STUDY PROJECTS RELATING TO OUR BROAD MANDATE. COMMISSION STAFF MEMBERS HAVE ALSO PREPARED CERTAIN REPORTS.

WE ARE PUBLISHING THEM ALL SO THAT OTHERS MAY HAVE ACCESS TO THE SAME COMPREHENSIVE ANALYSIS OF THESE SUBJECTS THAT THE COMMISSION SOUGHT TO OBTAIN. IN OUR OWN FINAL REPORT WE WILL NOT BE ABLE TO ADDRESS IN DETAIL EVERY ASPECT OF EACH AREA STUDIED. BUT THOSE WHO SEEK ADDITIONAL INSIGHTS INTO THE COMPLEX PROBLEMS OF EDUCATION IN GENERAL AND SCHOOL FINANCE IN PARTICULAR WILL FIND MUCH CONTAINED IN THESE PROJECT REPORTS.

WE HAVE FOUND MUCH OF VALUE IN THEM FOR OUR OWN DELIBERATIONS. THE FACT THAT WE ARE NOW PUBLISHING THEM, HOWEVER, SHOULD IN NO SENSE BE VIEWED AS ENDORSEMENT OF ANY OR ALL OF THEIR FINDINGS AND CONCLUSIONS. THE COMMISSION HAS REVIEWED THIS REPORT AND THE OTHERS BUT HAS DRAWN ITS OWN CONCLUSIONS AND WILL OFFER ITS OWN RECOMMENDATIONS. THE FINAL REPORT OF THE COMMISSION MAY WELL BE AT VARIANCE WITH OR IN OPPOSITION TO VIEWS AND RECOMMENDATIONS CONTAINED IN THIS AND OTHER PROJECT REPORTS.

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THE FINANCIAL IMPLICATIONS OF CHANGING PATTERNS OF NONPUBLIC SCHOOL OPERATIONS IN CHICAGO, DETROIT, MILWAUKEE AND PHILADELPHIA

A Report to

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October, 1971

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INTRODUCTION

The Charge to the Study Team

During the late Spring of 1971, the President's Commission on School Finance requested the Dean of the School of Education of the University of Michigan to undertake a study of public and nonpublic schools in Chicago, Detroit, and Milwaukee. Shortly thereafter, the nature and scope of the study was agreed upon and full cooperation was assured by school leaders of public and nonpublic schools of the three cities. This phase was completed on June 15, 1971, leaving the study team exactly two and one-half months to complete its first draft for review by Commission members and staff on September 1, 1971, with the final draft to be completed by the end of September, 1971.

In September, 1971, the President's Commission authorized the University of Michigan to include the public and nonpublic schools of Philadelphia within the scope of the Nonpublic Schools Study.

It is well known by virtually everyone involved with education, whether as parent, taxpayer, educator, or government official, that educational costs have been rising for public and nonpublic schools, that favorable millage votes for school operations and capital outlays are more difficult to secure, and that nonpublic school enrollments have been declining. Because of the urgency of the problems involved and because of the need for developing sound public policies for financing education in the United States, the study team accepted this assignment despite the limited amount of time before the final report was due. Those who contributed to the study hope that

it will provide data that the Commission will be able to use in its future deliberations.

The Organization of this Study Report

Chapter I, which follows, deals with enrollment trends relating to urban public and nonpublic schools. There is a discussion of demographically related elements such as housing, migration, and race. Chapter 1 also presents enrollment data in these cities broken down by years, sponsors, grade divisions, race, etc. Educational trends are discussed which affect school enrollments such as the decline of religious teachers in Catholic schools, rising costs in public and nonpublic schools, and the like.

In Chapter II, the capacity of each of the three public school systems of Chicago, Detroit, and Milwaukee to absorb additional students without new school construction is shown to vary substantially, depending upon the nature of the standards which are used to define an acceptable teacher-pupil ratio in the classroom.

Chapter III estimates the current economic value of nonpublic school operations in Chicago, Detroit, and Milwaukee, based upon 1970-71 cost data for capital outlay and operations.

Chapter IV deals with public and nonpublic schools in Philadelphia as regards enrollment trends, building capacity, and financial impact of declining nonpublic school enrollment.

Chapter V summarizes highlights of the study report.

This report could not have been prepared without substantial assistance from the public school officials in Detroit, Milwaukee, and Chicago. Support of similar value was received also from Roman Catholic, Lutheran, and other nonpublic school officials and offices in these cities.

CHAPTER I

BACKGROUND INFORMATION AND ENROLLMENT TRENDS FOR CHICAGO, DETROIT, AND MILWAUKEE NONPUBLIC AND PUBLIC SCHOOLS

Nonpublic schools in large urban centers such as Chicago, Detroit, and Milwaukee have been experiencing financial problems during the past five years or so, which have derived from increasing costs and declining enrollments. Efforts have been made to secure financial assistance for such schools from state and federal sources. Concern has been expressed as to whether urban public school systems could absorb the tens of thousands of nonpublic school students living in these same communities should economic problems and population mobility lead to the closing of such institutions.

Chapter I describes recent developments in three major urban centers which have affected, and are affecting, enrollments in the public and nonpublic schools. This chapter is divided into four parts. Part I describes several of the important environmental changes which have been taking place in all three urban centers and their suburbs which have influenced school enrollments in substantial ways.

Part II describes in detail the status of racial distribution of students in all urban schools for the past three years. Longer range racial school enrollment trends are also identified for the decade from 1960-1970.

Part III of Chapter I describes enrollment trends in the public and nonpublic schools since 1965. Particular emphasis is given to the exodus of White students from urban schools to the suburbs and to the substantial decline in Catholic school enrollments during the period from 1965 through 1971.

Part IV of Chapter I discusses recent educational, economic, and social trends which account for enrollment changes identified in Part III.

Possibly the most significant conclusion which the study team derived from its review of enrollment trends is that continuing declines in nonpublic school enrollments are almost certain to have economic implications for suburban communities and state authorities which are as great, or possibly even greater, than for the urban centers in which these nonpublic schools are presently located.

PART I - THE URBAN SETTING

An educational system, be it public or nonpublic, is inextricably tied to the social, economic and political dynamics of the community in which it is located. It is one of the major social institutions and is called upon to provide a multitude of services and to respond to a multitude of social needs.

The raison d'etre of the schools is to provide education for the young. But, that is not all. It is, next to the family unit, the main provider of early socialization. We look to the schools to instill basic social values in our children. The schools have been the focal point for equal opportunity and for political participation of the disenfranchised. Schools have borne the brunt of citizen's dissatisfaction with the high level of taxation.

To better understand what is taking place in the schools of Chicago, Detroit and Milwaukee it will be helpful to look at the settings in which these schools are located.

Demographic Factors

Table 1 presents population data for the three cities and their standard metropolitan statistical areas.* The trends for the three areas are unmistakable. While the SMSA's have all grown -- Chicago's by 12.2%, Detroit's by 11.6%, Milwaukee's by 17.6% -- the population of the central cities have experienced declines. Chicago was 5.2% smaller in 1970 than it was in 1960, Detroit experienced a 9.5% drop, and Milwaukee's decline was 3.2%.

These totals do not, however, give the full picture of the shifts which have taken place in the populations of the cities. Over the course of the decade, there has been a marked decline in the White population of all three cities. Detroit lost the greatest percentage (29.1%) of the 1960 White population or 344,000 people. Milwaukee's loss was 10.5% or 71,000, while Chicago declined by 18.6% or 505,000 inhabitants. This decline in White population has been counter balanced by an expansion of the Black population with Milwaukee's Black population increasing by 43,000 or 69.4%; Chicago's by 391,000 or 48.2%; and Detroit's by 178,000 or 36.9%.

Suburban population growth has been uniformly high with expansion in the Chicago suburbs amounting to 941,000 persons or 35.2%. Corresponding increases in the Detroit area amounted to 597,000 persons or 28.3%. Milwaukee suburban growth totaled 234,000 or 31.7%. This substantial expansion has been primarily limited to the White population. The increase

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*The three SMSA's consist of:
Chicago: Cook, Will, Dupage, Kane, McHenry, and Lake Counties
Detroit: Macomb, Oakland, Wayne Counties
Milwaukee: Milwaukee, Waukesha, Ozaukee, Washington Counties

TABLE 1

Population Changes (1960-70) in Chicago, Detroit and Milwaukee*
(numbers in 000's)

Detroit SMSA

	Total SMSA			Detroit			Outside Detroit		
	1960	1970	Change %	1960	1970	Change %	1960	1970	Change %
Total	3,762	4,200	+438 (+11.6)	1,670	1,511	-159 (- 9.5)	2,092	2,689	+597 (+28.5)
White	3,195	3,420	+225 (+ 7.0)	1,183	839	-344 (-29.1)	2,012	2,581	+569 (+28.3)
Black	559	757	+198 (+35.4)	482	660	+178 (+36.9)	77	97	+ 20 (+26.0)
Other	8	23	+ 15 (+187.5)	5	12	+ 7 (+140.0)	3	11	+ 8 (+266.7)

Chicago SMSA

	Total SMSA			Chicago City			Outside Chicago		
	1960	1970	Change %	1960	1970	Change %	1960	1970	Change %
Total	6,221	6,979	+758 (+12.2)	3,550	3,367	-183 (- 5.2)	2,671	3,612	+941 (+35.2)
White	5,301	5,673	+372 (+ 7.0)	2,713	2,208	-505 (-18.6)	2,588	3,465	+877 (+33.9)
Black	890	1,231	+341 (+38.3)	812	1,103	+291 (+48.2)	78	128	+ 50 (+64.1)
Other	30	75	+ 45(+150.0)	25	56	+ 31 (+124.0)	5	19	+ 14 (+280.0)

Milwaukee SMSA

	Total SMSA			Milwaukee City			Outside Milwaukee		
	1960	1970	Change %	1960	1970	Change %	1960	1970	Change %
Total	1,194	1,404	+281 (+17.6)	741	717	-24 (- 3.2)	453	687	+234 (+51.7)
White	1,127	1,288	+161 (+14.3)	676	605	-71 (-10.5)	451	683	+232 (+51.4)
Black	63	107	+ 44 (+69.8)	62	105	+43 (+69.4)	1	2	+ 1 (+100.0)
Other	4	9	+ 4 (+125.0)	3	7	+ 4 (+133.3)	1	2	+ 1 (+100.0)

*Source: U. S. Bureau of the Census - Report Number PC (V2)
Advance Report 1970 Census for Illinois, Michigan and Wisconsin
February, 1971.

in Black suburban population has been high in relative percentage terms, but the absolute numbers of Blacks in the suburban population continues to be small. In the Detroit suburbs 3.6% of the population is Black;* in the Milwaukee area 0.3% of the suburban population is Black; and in Chicago, only 0.4% of those who reside in the suburbs are Black.

Population changes during the past decade have not altered the basic racial housing patterns of the three cities. Although neighborhoods may for a time have a racial mixture, they are more appropriately to be considered as "Transistional" than integrated. For example, in Milwaukee, according to the 1960 census, there were eight census tracts which possessed a racial composition of between 10% Black to 50% Black residents. Of the eight tracts, five shifted into the 50% plus category in 1970 and three of the five had a Black population in excess of 80%.

Age Distribution

There are sharp differences in the age distribution of the population, by race in the three cities also. Table 2 presents the percent of the population 14 years of age and 24 years of age and younger by race for the cities and for the suburbs.

As the table indicates, there are significant differences between the cities and the surrounding areas. The proportion of Blacks under the age of 14 is significantly higher than the proportion of Whites of a similar age. The proportion of 15-24 year olds remain relatively constant with

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*Of the 97,000 Blacks living outside the Detroit city limits, roughly 2/3 or 60,000 are concentrated in the communities--Highland Park, Inkster and Pontiac.

TABLE 2

Percent of Population By Age (1970)*

AGE	Chicago			Detroit			Milwaukee		
	City		Suburbs	City		Suburbs	City		Suburbs
	White	Black		White	Black		White	Black	
0-14	22.4%	36.3%	30.6%	22.4%	33.7%	31.9%	24.9%	42.0%	31.6%
15-24	16.1%	17.4%	16.0%	16.1%	20.0%	16.4%	17.7%	19.0%	15.3%
24+	61.5%	46.3%	53.4%	61.5%	46.3%	51.7%	57.4%	39.0%	53.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

*Source: 1970 Census PC (V2) for Illinois, Michigan and Wisconsin
February, 1971

Blacks having a slightly higher number in this age group than Whites. The differences can be partially explained by differences in the Black/White birth rate. However, it appears that many Whites with children have moved to the suburbs. This can be seen in the suburban figure for the under 14 year group where the proportions for all three suburban areas are significantly higher than the White urban proportions.

The fact that the number of Blacks in the urban school systems constitute a higher percentage than they do in the general population can be partially explained by the age differentials. Second, it is evident that the proportion of Blacks in these systems would have continued to rise even if there had been no further in-migration of Blacks or out-migration of Whites.

The age distribution of the populations of the three cities is essentially similar to the national pattern. Nationally, 35% of the Black population is under age 14, while 28% of the White population is under 14.*

The patterns of population and age movement in Chicago, Detroit and Milwaukee are believed to be fairly typical of the situation for urban areas nationally. The expansion of Blacks in the three cities can be partially explained by the general shift in population from the South to the North and West. Table 3 portrays the percentage of the Black population in each region of the country over the last 30 years. As can be seen,

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*U.S. Department of Commerce, Bureau of the Census. The Social and Economic Status of Negroes in the United States, 1970, p. 20.

TABLE 3

Percent Distribution of Black Population, by Region: 1940, 1950, 1960, 1970*

Region	Percent Distribution			
	1940	1950	1960	1970
South	77	68	60	53
Northeast	11	13	16	19
Northcentral	11	15	18	20
West	1	4	6	8
Total	100	100	100	100
Total Number (Millions)	12.9	15.0	18.9	22.6

* Source: United State Department of Commerce, Bureau of the Census The Social and Economic Status of Negroes in the United States, 1970, p. 9.

the percent of the Black population in the South has declined from 77% to 53%, while Black populations in the Northeast and Northcentral regions have almost doubled, from 11% to 19% and 11% to 20% respectively. In addition, the Black population in the West has increased from 1% to 8%.

Tilly goes on to say that this form of movement has been superceded by the migration of people from one metropolitan area to another.

Socio Economic Factors

The plight of the American city in general, and the three cities in which we are investigating in particular, can easily be identified in any number of socio-economic indicators. For purposes of illustration, we have chosen three such factors: unemployment, welfare, and housing.

1. Unemployment

The unemployment rate in all three cities has generally been higher than the unemployment rate in the largely White SMSA's. (The only exception noted was 1969 in Milwaukee). Such differences become even more significant if we compare city unemployment rates for Blacks and others with suburban employment rates (see Table 4).

TABLE 4

Comparison of Suburban Unemployment With City Unemployment, 1970*

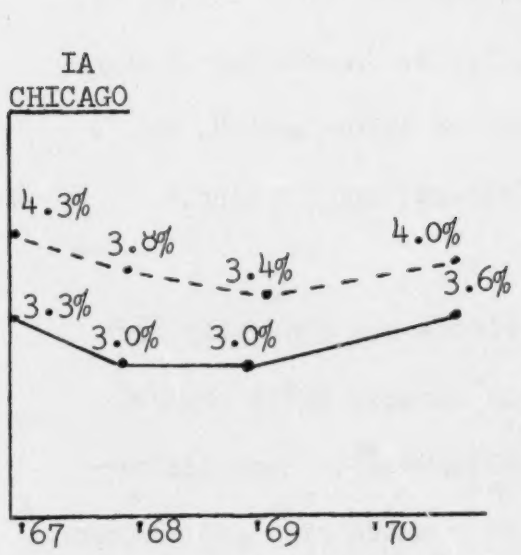
Area	Suburban Employment Rates	City Employment Rates		
		Total	White	Black and Other
Chicago	3.3%	4.0%	3.5%	5.3%
Detroit	6.3%	8.2%	6.1%	11.9%
Milwaukee**	4.1%	5.0%	4.3%	N.A.

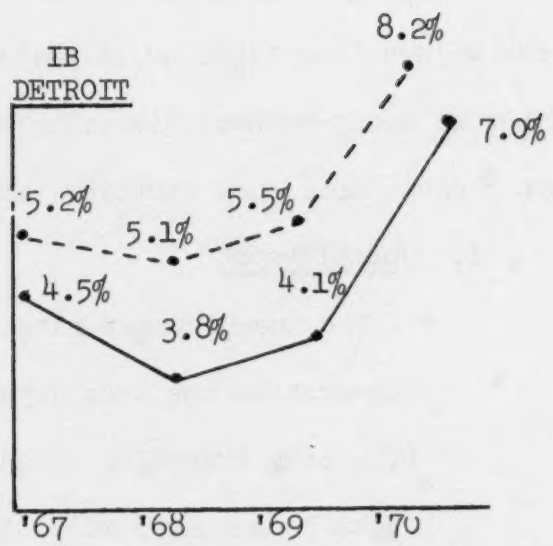
*Source: U. S. Bureau of Labor Statistics

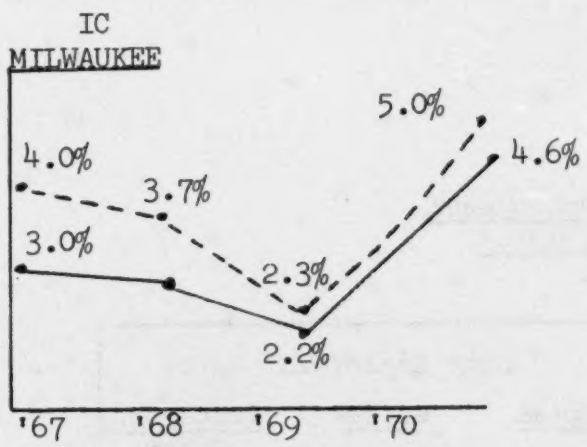
**The Black and other unemployment rate category data are not available for Milwaukee. However, it is presumed to be significantly higher than the White figures in order for the total unemployment to be 5%.

CHART I

UNEMPLOYMENT BY SMSA AND CITY*
for Chicago, Detroit, and Milwaukee







Legend:

Central City - - - - -

SMSA _____

*Source: U. S. Bureau of Labor Statistics

Except for Detroit, there was a close correspondence between central city White unemployment rates in the three cities with suburban rates. For example, in Chicago the suburban rate was 3.8% and the White city rate was 3.5%. In Milwaukee the suburban rate was 4.1% and the White city rate was 4.3%. However, the Black and other minority group unemployment rate was significantly higher in all three cities than was the unemployment rate in the suburbs generally.

2. Welfare

To make comparative studies of welfare rates, the largest assistance program -- Aid to Dependent Children was studied. County statistics were compared with state statistics because in all three municipalities the welfare function is performed by the county. Table 5 presents county totals of ADC recipients as a percentage of each state's total ADC load.

TABLE 5

Aid to Dependent Children Recipients, 1970
for Selected Counties*
(numbers in 000's)

County	Number of Recipients	Percent of State Total	County Pop. as % of State Pop.
Cook (Chicago)	366	68%	30%
Wayne (Detroit)	156	40%	30%
Milwaukee & Washington (Milwaukee)	70	70%	25%

* Source: U. S. Department of Health, Education, and Welfare.

Thus, we can see that the three counties containing the cities we are investigating carried a disproportionately large percentage of the total case load. In 1970, Cook County, with 30% of Illinois' population, contained 68% of the state's ADC case load. In 1970, Wayne County with 30% of Michigan's population contained 40% of the state's case load. Milwaukee and Washington Counties with 25% of Wisconsin's population together contained 70% of the state's ADC case load for the year 1970.

3. Housing

Accompanying the general trend of decline in the population of Chicago, Detroit and Milwaukee has been a correspondingly significant decline in the number of dwelling units and an expansion in the number of vacant dwellings. As White families have left the cities for the suburbs, their places have in many cases been taken by Black families. However, since the Black migration to the cities has dropped off considerably, there are numerous vacancies and abandoned properties in the inner cities. In addition, the numbers of dwelling units in some areas of the city have been reduced by certain public works and urban renewal projects.

Substantial reductions in the number of occupied dwelling units have obvious implications for the school systems. When high vacancy housing rates exist over long periods of time, then schools that were built to serve peak capacities are forced to operate at well below maximum efficiency.

Detroit

Detroit had a vacancy rate of 5.9% for the entire city in 1970. However, this figure varied significantly according to the area of the city. Table 6 presents the vacancy rates for each of the eight public school administrative regions in the city.

TABLE 6

Detroit Housing Vacancy Rate
By Administrative Region, 1970*

Region	Vacancy Rate (Percent)	Percent Non-White In Region
1	13.2	69.5
2	6.2	50.5
3	3.2	38.4
4	2.1	10.6
5	3.9	77.0
6	3.3	72.7
7	2.4	16.6
8	10.8	68.9
Total City	5.9%	44.5%

*1970 U.S. Census Reports

The two highest regions in terms of vacancies (1 and 8) had significant non-White populations. However, it does not appear that racial factors were necessarily the prime determinants because Regions 5 and 6 also had large non-White populations but both had low vacancy rates.

An analysis of the age of housing provides a better clue to differences in vacancy rates. Regions 1 and 8 with many vacancies

are in the central part of Detroit where housing units range in age from roughly 50 to 90 years. Regions 5 and 6 are located on the outer fringes of the city where the homes are considerably newer. The desire to improve the quality of housing accounts for Blacks moving from older sections of the city to newer areas. By so doing, many vacant dwellings are left behind in the inner city.

Chicago and Milwaukee

We do not have equivalent data on housing for Chicago and Milwaukee. However, in Chicago there were, according to the 1970 census, 70,473 dwelling units that were vacant year around. This figure equals 5.8% of the total number of dwelling units. It also amounts to 79.5% of the vacant dwelling units in Cook County despite the fact that Chicago's population equals approximately 61% of the population of Cook County. Thus, a disproportionately large share of vacant dwelling units in Cook County are in Chicago.

A similar vacant housing pattern exists for the Milwaukee area. In the city itself there are 9,024 vacant dwelling units, or 3.7% of the total number of dwelling units. These vacancies comprise over 99% of the vacant units for all of Milwaukee County, despite the fact that the city has about 68% of the population of Milwaukee County.

Part I has described objective conditions existing in Chicago, Detroit and Milwaukee with respect to migration, age distributions of Black and White residents, housing, and unemployment. These conditions are reflections of the changing character of the cities during the past decade. Its effects on the schools will be seen more fully in Parts II and III.

Part II of Chapter 1 which follows analyzes the changing patterns of racial concentration in both the public and the nonpublic schools of Chicago, Detroit, and Milwaukee.

PART II - RACE AND THE SCHOOLS

An Analysis of Changing Patterns of Racial Concentration in the Public and Nonpublic Schools of Chicago, Detroit, and Milwaukee

The Public School Systems of Chicago, Milwaukee, and Detroit

In examining the specific changes in racial concentration within the public schools which have taken place in each of the three cities, we have used enrollment data from only the last three years. The reason we have restricted our analysis in this fashion is that it represents the time period for which comparable data is available for both the public and nonpublic schools. To examine the racial changes within the city we have examined two factors. The first factor is the pattern of movement between the schools. Each city was divided into regional groupings so that it was possible to look at smaller groupings than the total city would provide. In Chicago, the 27 administrative districts were reviewed; in Detroit the eight regions; in Milwaukee the 14 high school attendance areas.* This analysis focuses on the elementary school population because elementary school boundaries are generally drawn on the basis of neighborhood areas. Therefore, changes in population or in school preferences would more likely be reflected in these figures than in those for junior or senior high schools. The second factor which was studied intensively was the extent of racial concentration in the elementary schools.

*The various public school sub-divisions of large urban communities are usually administrative units. They may or may not be the equivalent of homogeneous socio-economic areas.

Chicago Public Schools

A study of the patterns of movement for elementary schools within the 27 districts of Chicago led to the following generalizations:*

-Seven districts maintained stable White enrollments

-Two districts maintained stable Black enrollments

-Three districts maintained stable White enrollments and expanding Black enrollments

-One district that was predominantly Black exhibited expansion in Black enrollments

-Six districts that were predominantly Black exhibited declines in Black enrollments

-Two districts that possessed a racial mixture exhibited declines in both Black and White enrollments

-Four districts exhibited declines in White enrollments and increases in Black enrollments

-Two districts exhibited expansions in White enrollments and declines in Black enrollments

From this breakdown it can be seen that only 4 of the 27 districts exhibited expected transitional patterns of movement with declines in White population and increases in Black population. The majority of the remaining expansion in Black population took place in districts where the White population remained stable but where the Black population expanded. It is also significant that six predominantly Black districts exhibited a decline in population, demonstrating a tendency toward relocation by the Black population.

*See Appendix A for definitions of terms.

In order to look at how the racial compositions of the individual schools have changed, the schools have been grouped in Table 7 in terms of the percentage of Black students in the elementary schools.

TABLE 7

Chicago

Number of Elementary Schools by Racial Composition

	Percentage of Black Students Enrolled by School									
	0%		1-9.9%		10-49.9%		50-89.9%		90%	
Year	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%
1968-69	127	(24.8)	117	(22.9)	34	(6.6)	33	(6.8)	201	(39.3)
1969-70	118	(22.6)	113	(21.7)	40	(7.7)	37	(7.1)	213	(40.9)
1970-71*	112	(21.7)	112	(21.7)	42	(8.1)	33	(6.3)	218	(42.2)

Data provided by the Chicago Board of Education.

In 1968-69, 54.3 percent of the schools had a racial mixture of less than 50 percent Black students. In 1970-71, 51.5% had a similar racial breakdown with a net change of 2.8 percent. It appears that the movement of the Black population has primarily been to schools that had a relatively high concentration of Blacks to begin with. Further evidence to support this generalization is provided by reviewing the actual numbers of Black students in the 90% or more category of schools. In 1968-69, about 213,000 or 89% of the 240,000 Black elementary students were in 90% + Black schools. In 1970-71, 220,000 (90%) of the 244,000 Black students were in schools enrolling more than 90% Black students.

In other words, the concentration of Black students did not change appreciably despite significant movements of population within Chicago during the last several years.

Detroit Public Schools

A similar pattern of racial distribution was observed for Detroit as for Chicago. Regional changes for the eight regions of the Detroit Public Schools were as follows:*

-Two regions maintained stable White enrollments and expanding black enrollments

-One region maintained a stable White enrollment, but a declining Black enrollment.

-Two regions maintained stable Black enrollments and declining White enrollments

-One region that was predominantly Black remained stable

-One region declined in both Black and White enrollments

-One region exhibited a declining White enrollment and an expanding Black enrollment

There was only one region which could be called transitional. However, in Detroit the trends were similar to those in Chicago in that much of the expansion in the Black population took place in regions where the White population remained stable.

As in Chicago, Detroit enrollment changes generally did not occur in racially balanced schools. Table 8 indicates Black enrollments in the individual schools.

* See Appendix A for definitions of terms. Data furnished by Detroit Public Schools.

TABLE 8

Detroit

Number of Elementary Schools by Racial Composition

Percentage of Black Students Enrolled by School										
	0%		1-9.9%		10-49.9%		50-89.9%		90%	
Year	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%
1968-69	13	(6.4)	35	(17.2)	35	(17.2)	25	(12.4)	95	(46.8)
1969-70	11	(5.4)	37	(18.3)	27	(13.4)	31	(15.4)	96	(47.5)
1970-71	11	(5.3	40	(19.2)	26	(12.5)	27	(13.0)	104	(50.0)

The number of schools with Black enrollments of 10 percent or less has remained fairly constant. In 1968-69 there were 48 such schools or 23.6 percent of the total which fell into this category, while in 1970-71 there were 51 schools or 24.5 percent. Table 8 indicates that there were 120 schools, or 59.2 percent of the total enrolling 50 percent or more Black students in 1968-69. In 1970-71 there were 121 schools or 63.0 percent of the total that were so classified.

In addition, looking at the racial concentration of students, there were 79,000 Black students or about 75% of the 106,000 Black elementary students in schools enrolling 90% or more Black students in 1968-69. In 1970-71 there were attending Detroit elementary schools 84,000 Black students or 80% of the total of 105,000 Black students attending schools enrolling 90% or more Black students.

* Source: Data provided by Detroit Public Schools.

Milwaukee Public Schools

The movement of Black students attending Milwaukee elementary schools was measured within existing high school attendance areas. A review of the data indicated that very little movement took place.

-Eight areas have maintained stable White populations

-One area has maintained a stable Black enrollment

-Two areas have maintained stable bi-racial populations

-One area has experienced a decline in Black enrollments

-One area has experienced a decline in White enrollments

-One area has had an expanding Black enrollment

In general elementary school enrollment changes in Milwaukee elementary schools have been relatively minimal with only three out of the fourteen attendance areas exhibiting any substantial change in enrollments.

Table 9 below indicates the persentages of Black students enrolled in Milwaukee elementary schools during 1968-71.

TABLE 9

Milwaukee

Number of Elementary Schools by Racial Composition

	0%		1-9.9%		10-49.9%		50-89.9%		90%	
Year	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%	No. Schools	%
1968-69	39	(32.8)	47	(39.5)	10	(8.4)	7	(5.9)	16	(13.4)
1969-70	34	(28.8)	47	(39.8)	14	(11.8)	8	(6.8)	15	(12.8)
1970-71	30	(25.3)	47	(39.8)	16	(13.7)	9	(7.6)	16	(13.6)

* Source: Milwaukee Public Schools.

The proportion of Milwaukee elementary schools enrolling less than 10 percent Black students has declined by 7.2 percent from 72.3 percent in 1968 to 65.1 percent in 1970. On the other hand, there was an increase of 5.3 percent in the number of schools enrolling 10-49.9 percent Black students. Table 9 indicates that the schools enrolling 90 percent or more Black students has remained constant at about 13 percent of the total.

An analysis of enrollment data for Milwaukee according to racial distribution indicated that the percentage of Black elementary students attending schools enrolling 90% or more Black students in 1968-69, was exactly the same (66.6%) as in 1970-71.

The Catholic Schools of Detroit and Chicago

This review of racial distribution in nonpublic schools was limited to the Catholic Schools of Detroit and Chicago because these are the only two systems for which data comparable to the public schools was available for three school years. Historical data for other nonpublic schools for the years 1968-70 could not be secured for this study using attendance areas of the city school systems.

Detroit Catholic Schools

Black elementary enrollments in the Detroit Catholic Schools comprised a larger percentage of the total in 1970-71 than it did in 1968-69. This was primarily due to greater declines in total White enrollments than in Black enrollments over the three year period. White elementary enrollments dropped by 14,658 pupils or 26.0% while Black enrollments declined by 626 pupils or 8.5%. (See Table 10A)

TABLE 10A

Enrollment in Detroit Catholic Schools By Race

Year	White and Other	Black	Total
1968-69	56,362 (88.1%)	7329 (11.9%)	63,691 (100.0%)
1969-70	48,268 (87.6%)	6851 (12.4%)	55,119 (100.0%)
1970-71	41,704 (86.5%)	6703 (13.5%)	48,407 (100.0%)

Chart II which follows compares on a regional basis the percentages of Black pupils attending Catholic schools with corresponding percentages of Black public school students residing within the same regions. The data are shown for the period from 1968-69 through 1970-71.

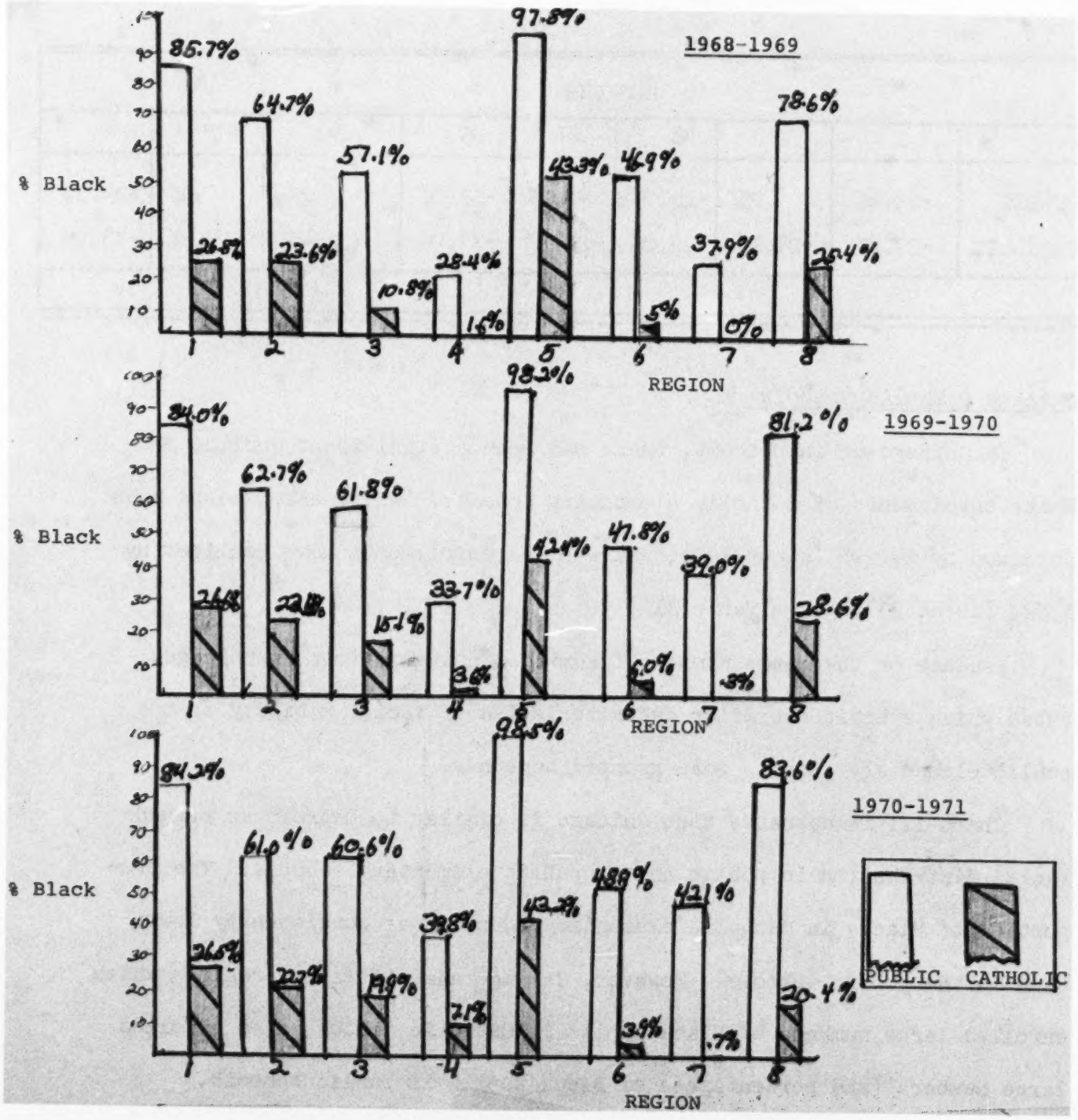
Chart II reveals that the percentage of Black students in the Catholic schools has been considerably below that of the public school proportion. However, it is apparent that the percentage of Blacks attending the Catholic schools was higher in these regions where the proportion of Blacks in the public schools was high.

In order to obtain a proper perspective of enrollment changes as regards racial distribution, it is important to be aware of the absolute decline in White enrollments in both the public and Catholic schools of Detroit. All eight regions of Detroit have had significant declines in Catholic elementary school enrollments. Table 10B indicates the percentage of enrollment declines among White pupils who attended Catholic and public elementary schools.

The percentage of decline in White enrollments in Catholic elementary schools is far greater than the percentage decline of Whites attending public elementary schools. Although enrollment declines were high in all regions, they were highest in those regions where the Black composition of the public schools exceeded 80 percent. In region 4, which can be considered the only transitional region in the city, the decline in White Catholic school enrollments was three times greater than corresponding enrollment declines in the public schools.

CHART II

COMPARISON OF BLACK ELEMENTARY SCHOOL ENROLLMENT IN PUBLIC AND CATHOLIC SCHOOLS
DETROIT*



* Sources: Detroit Public Schools and NCEA Data Bank.

TABLE 10B

Comparison of Percentage Decline in White Enrollments in Detroit Catholic and Public Elementary Schools (1968-69 - 1970-71) by Public School Regions. *

	REGIONS							
	1	2	3	4	5	6	7	8
PUBLIC	-23.4%	0%	-15.7%	-8.7%	-23.0%	0%	0%	-24.5%
CATHOLIC	-27.8%	-28.1%	-22.8%	-23.5%	-32.9%	-21.4%	-17.5%	-45.9%

Chicago Catholic Schools

In Chicago as in Detroit, there has been a significant decline in White enrollments of Catholic elementary schools. White enrollments have declined by 24,298 (about 14%), while Black enrollments have declined by 1,524 (about 5%). (See Table 11A)

Because of the large number of administrative regions in Chicago, those which exhibited similar characteristics of racial mobility in the public elementary schools were grouped together.

Chart III illustrates that Chicago is similar to Detroit as regards racial distribution in public and nonpublic elementary schools. The proportion of Blacks in Catholic elementary schools was consistently lower than in the public schools. However, Chicago administrative regions which enrolled large numbers of Black pupils in Catholic schools also enrolled large numbers (and percentages) of Black pupils in public schools.

* Sources: Data provided by Detroit Public Schools and Archdiocese of Detroit.

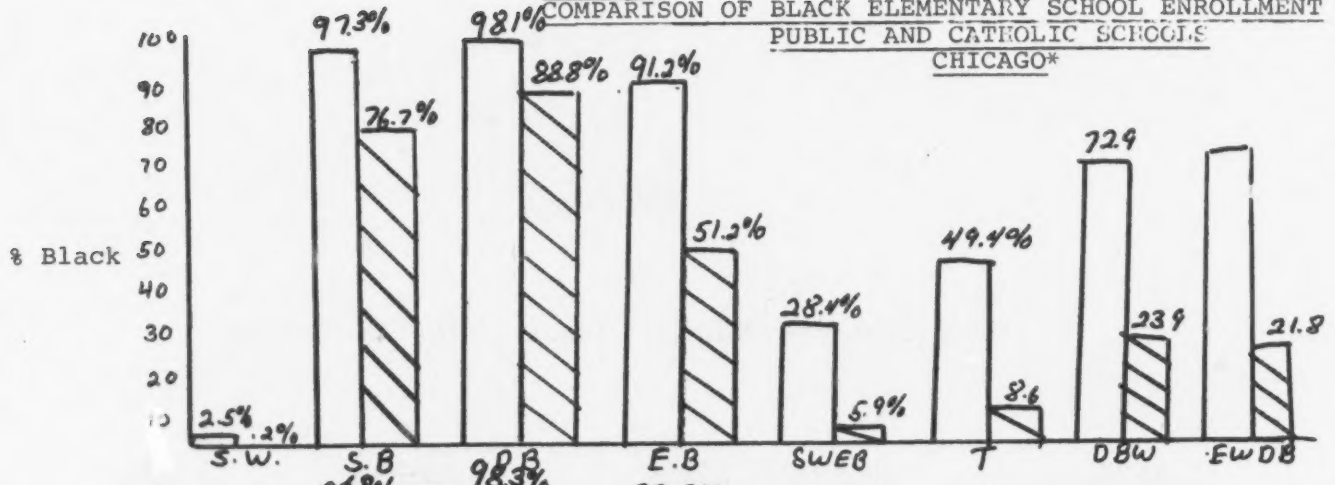
TABLE 11A

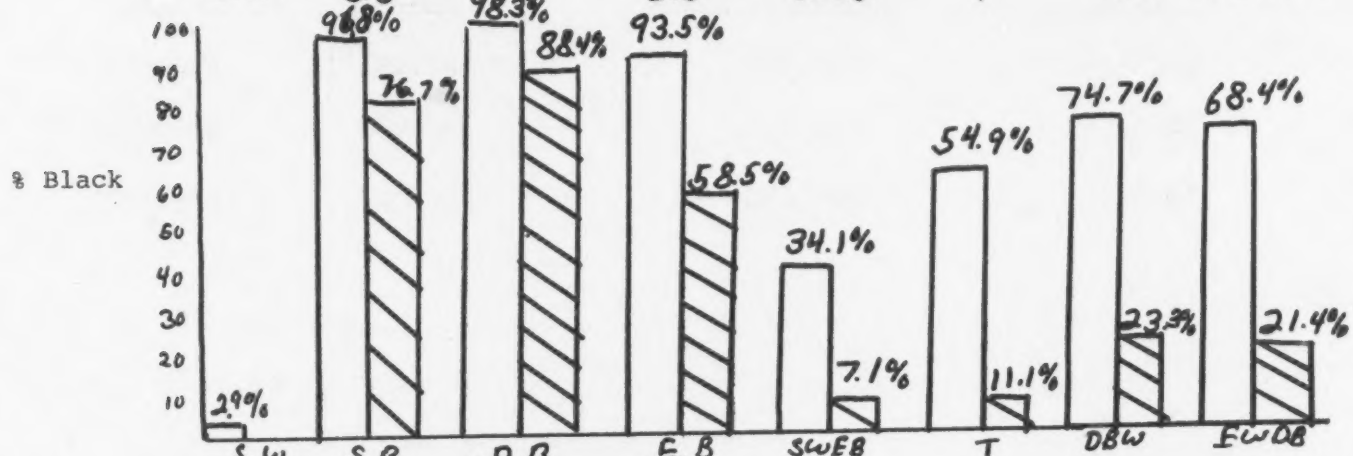
Enrollment in Chicago Catholic Schools By Race

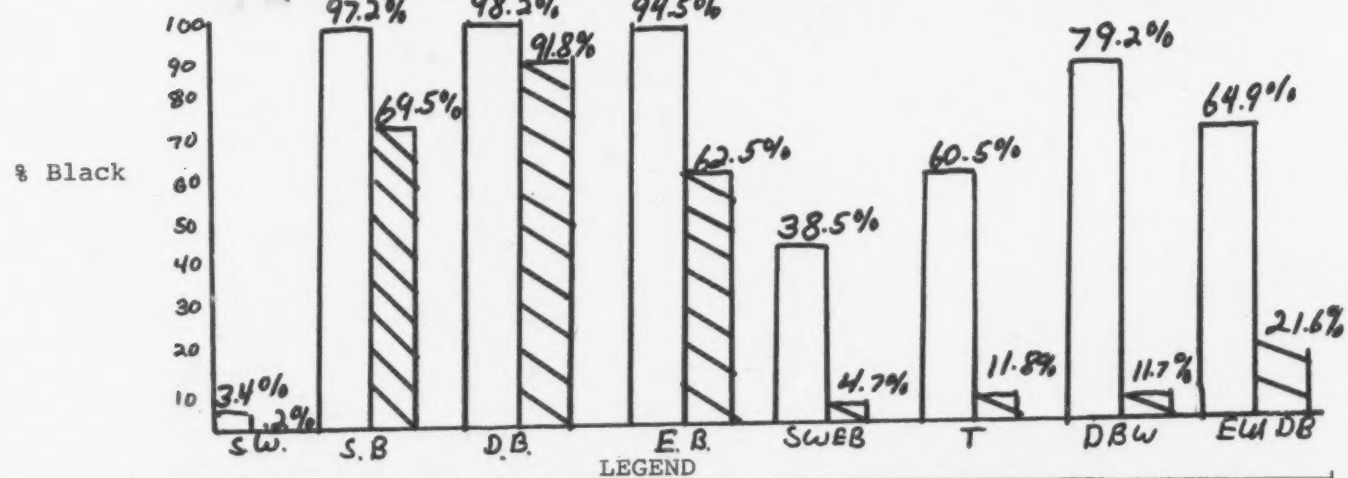
Year	White and Other	Black	Total
1968-69	171,736	28,186	199,922
1969-70	159,739	26,886	186,625
1970-71	147,438	26,662	174,100

CHART III

COMPARISON OF BLACK ELEMENTARY SCHOOL ENROLLMENT
PUBLIC AND CATHOLIC SCHOOLS
CHICAGO*







LEGEND

PUBLIC CATHOLIC

S.W. - Stable White
S.B. - Stable Black
D.B. - Declining Black
E.B. - Expanding Black

S.W.E.B.-Stable White, Expanding Black
T. -Transitional (Stable White Expanding Black
D.B.W. -Declining Balck and White
E.W.D.B.-Expanding White, Declining Black

* Sources: Chicago Public Schools and NCEA Data Bank.

When enrollment data are viewed in absolute terms, there has been a decline in combined public and Catholic elementary school enrollments in 26 of the 27 districts. Table 11B compares districts with varying concentrations of Black pupils as regards declines in White enrollments in those same districts. However, before analyzing Table 11, it should be noted that in certain regions the numbers of White pupils are relatively small. In predominantly Black districts, the number of White students was sometimes so low that a change of a relatively few students could produce a significantly large change in percentage.

In all regions, percentage declines in White enrollments in Chicago Catholic schools were greater than corresponding percentage declines in White enrollments in Chicago public schools. The rate of decline, however, was lowest in stable White regional areas. Yet, in transitional areas and in areas where the White public school population has remained stable, but where the Black population has increased, it was evident that there has been a much more significant decline in White Catholic enrollments.

In Part II of Chapter 2, we have reviewed in some detail the status of White and Black enrollments in the public elementary schools and the Catholic elementary schools of Chicago, Detroit, and Milwaukee. Part III which follows identifies enrollment trends common to Detroit, Chicago, and Milwaukee for the time span from the 1965-66 school year through the 1970-71 school year.

TABLE 11B

Comparison of Decline in White Enrollments in Chicago Catholic and Public Elementary Schools According to Type of District* from 1968 to 1970 *

	Type of District*							
	SW	SB	DB	EB	SWEB	T	DBW	EWDB
PUBLIC	- .3%	- 1.7%	-13.5%	-30.6%	- 1.0%	-13.9%	-17.7%	- 9.3%
CATHOLIC	-7.7%	-27.5%	-28.6%	-33.6%	-15.4%	-21.4%	-28.2%	-11.0%

* Definitions of Types of Districts

S.W. - Stable White	S.W.E.B. - Stable White, Expanding Black
S.B. - Stable Black	
D.B. - Declining Black	T. - Transitional (Declining White & Expanding Black
E.B. - Expanding Black	
D.B.W. - Declining Black & White	E.W.D.B. - Expanding White, Declining Black

* Sources: Chicago Public Schools and NCEA Data Bank.

Part III - ENROLLMENT TRENDS FOR CHICAGO, DETROIT, AND MILWAUKEE NONPUBLIC AND PUBLIC SCHOOLS *

Introduction

Part III of Chapter 2 identifies enrollment trends for public and nonpublic schools in Detroit, Milwaukee, and Chicago for the period from 1960 through 1970. Trends common to all three cities are identified and discussed briefly.

A. Enrollment Trends for Nonpublic Schools in Chicago, Detroit, and Milwaukee

1. Sharp Declines of Nonpublic School Enrollments Were Experienced During 1965-70

Table 12 which follows illustrates the very rapid decline in total nonpublic school enrollments in the three cities which has taken place from 1965 to the present. These data, however, conceal the fact that such changes result almost entirely from Roman Catholic school influences upon total enrollments which also include students from Lutheran schools and other private schools operating in the three urban centers.

* All enrollment data incorporated in tables or in the written report for Chicago, Detroit, and Milwaukee public and nonpublic schools were secured from official documents provided by the school systems or by individual schools unless otherwise noted.

TABLE 12

Comparison of School Enrollments in 1965 and 1970
In the Nonpublic Schools of Chicago, Detroit, and Milwaukee

Year	Chicago	Detroit	Milwaukee
1965-66	236,469	82,452	57,867*
1970-71	183,485	53,850	39,231*
Loss in Enrollments From 1965 to 1970	-52,974	-28,602	-18,636

* Totals include Catholic and Lutheran schools only for comparative purposes. The Milwaukee Public Schools estimate total enrollments at 42,292 students for 1970-71.

2. Sharp Declines in Roman Catholic School Enrollments Were Experienced During 1960 to 1970 Period

Table 13 enables the reader to compare enrollments of Catholic schools during the past several decades for selected years. It becomes evident that enrollment declines began during the early 1960's and increased in rate after 1965 in all three urban centers. The table indicates that enrollment declines have been greater in elementary schools than in secondary schools.

TABLE 13

Catholic Elementary and Secondary School Enrollments
for Selected Years From 1960-61 through 1970-71
In Chicago, Detroit, and Milwaukee*

	Chicago		Detroit		Milwaukee	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
1960-1	186,982	47,541	63,216	17,116	41,772**	10,444**
1965-6	175,753	51,871	56,745	20,749	38,447	10,980
1966-7	169,882	51,608	52,887	17,976	36,433	11,022
1967-8	162,773	51,162	50,473	18,491	32,220	10,418
1968-9	150,185	49,737	46,282	17,094	28,615	10,486
1969-70	138,945	47,680	40,827	14,682	25,816	9,600
1970-71	128,799	45,301	35,184	13,206	21,608	8,671
Loss in Enrollments 1960-70	58,183	2,240	28,132	3,910	20,164	1,773

* Sources: Archdiocesan Offices of Chicago, Detroit, and Milwaukee.

** These totals are for the 1961-62 school year.

3. Enrollments in Lutheran Schools Maintained Stability During the Period from 1965-70

Enrollment data for Lutheran schools which have operated in the three cities during the past five years (the period of most rapid decline in nonpublic enrollments) are presented in Table 14 below. These data indicate a remarkable degree of enrollment stability in all three cities and in schools operated by both Missouri and Wisconsin Synod school boards.

4. The Influence of Catholic School Closings in Chicago, Detroit, and Milwaukee Upon Enrollment Declines in Those Cities During 1965 through 1970*

Table 15 indicates the total number of Catholic school closings for the past six years in Chicago, Detroit, and Milwaukee and the enrollments at the time these schools were closed. Table 16 indicates (for Chicago and Detroit only) the reasons given by school leaders for the closings. The final table (Table 17) dealing with school closings, compares the number of students involved in school closings with the number of students who left Catholic schools the following September. It can be seen from this comparison that the number of students who left Catholic schools annually was much larger than those students who were involved in school closings.

*The number of Lutheran schools reported as having closed in Chicago, Detroit, and Milwaukee during 1965-1970 was 4, and of these one moved into a suburban area. Enrollment declines have been experienced by some Lutheran schools, however, in all three cities.

TABLE 14

Lutheran School Enrollments (All Synods) in Chicago, Detroit, Milwaukee for Period from 1965 through 1970*

YEAR	Chicago (Missouri Synod Only)	Detroit (Missouri Synod Only)	Milwaukee	
			Missouri Synod	Wisconsin Synod
1965-66	6,164	3,862	3,182	5,258
1966-67	6,256	3,909	3,073	5,324
1967-68	6,078	3,966	3,002	5,297
1968-69	6,247	3,835	2,971	5,202
1969-70	6,354	3,824	2,881	5,088
1970-71	6,394	3,747	2,821	4,891
Loss or Gain 1965-70	+230	-115	-361	-367

* Sources: Missouri Synod Area Offices for Detroit, Chicago and Milwaukee. The Wisconsin Synod Area Office in Milwaukee.

TABLE 15

Number of Catholic Schools Which Closed in Chicago, Detroit, and Milwaukee from 1966-1971 and Enrollments When Closed*

YEARS	Chicago		Detroit		Milwaukee	
	No. of Schools Closed	Enrollments When Closed	No. of Schools Closed	Enrollments When Closed	No. of Schools Closed	Enrollment When Closed
1966	2	339	7	898	1	171
1967	5	701	11	2,254	1	230
1968	7	1,687	2	187	2	180
1969	10	1,892	14	2,973	3	761
1970	3	1,015	16	3,229	13*	3,264**
1971	7	1,467	19	5,130	1	255
Total 1966-1970	35	7,471	69	14,671	21	4,861

*Sources: Archdiocesan Offices in Chicago, Detroit, and Milwaukee.

**In June, 1970, nine Catholic schools left the system and became independent community schools. One of the schools has subsequently closed.

TABLE 16

Reasons Cited By Chicago and Detroit Catholic School Leaders For Closing 104 Schools in Those Cities from 1966 through 1971*

Reasons Cited for Closing Schools	Frequency the Reason Was Cited for Closing**
Financial Problems	53 Schools
Low Enrollments	29 Schools
Too Few Sisters	13 Schools
Obsolete, Condemned School Buildings	16 Schools
Consolidation to Achieve Efficiency	22 Schools
Other Reasons	4 Schools

* Sources: Archdiocesan Offices of Chicago and Detroit.

* *Multiple reasons were assigned for the closing of some schools at time of closings.

TABLE 17

Comparison for Chicago, Detroit, and Milwaukee Catholic Schools for Selected Years: Pupils Enrolled Year Catholic Schools Closed and Subsequent Loss of School Enrollments the Following September in the Public Schools*

	Chicago		Detroit		Milwaukee	
	Pupils Enrolled When Schools Closed	Decline in Enrollments During Year Following Closings	Pupils Enrolled When Schools Closed	Decline in Enrollments During Year Following Closings	Pupils Enrolled When Schools Closed	Decline in Enrollments During Year Following Closings
1966	399	6,134	898	4,453	171	1,972
1967	701	7,555	2,254	4,134	230	4,817
1968	1,687	14,013	187	5,373	180	3,537
1969	1,892	13,297	2,973	7,408	761	3,685
1970	1,015	12,525	3,229	7,364	3,264	5,137
1971	1,467	Data Not Yet Available	5,130	Data Not Yet Available	255	Data Not Yet Available
Totals	7,471	53,524*	14,671	28,722*	4,861	19,938**

*Sources: Archdiocesan and Public School Offices of Chicago, Detroit, and Milwaukee.

**Not including decline expected when September, 1971 enrollments become available.

5. Black Enrollments in the Nonpublic Schools of Chicago, Detroit, and Milwaukee

The following table (18A) presents data for Black enrollment in the Catholic schools of Chicago and Detroit for the last three academic years and for Milwaukee for 1970-71. Table 18B presents data for the Lutheran schools of all three cities for 1970-71.

Catholic Black enrollments in Chicago and Detroit are significantly higher than the national average of 4.8 percent. In addition, it appears that the percentage of Black students in the schools is increasing as the number of White students declines much more rapidly than the number of Black students.

Catholic school Black enrollments are lower in Milwaukee than in Chicago or Detroit because the Black population in Milwaukee is smaller than in the other two cities. In addition, a number of Catholic elementary schools with high Black enrollments have become community schools and are no longer affiliated with a church parish or the Milwaukee Archdiocese.

Black enrollment in Lutheran schools is also relatively high. The proportion of Black students in Chicago and Detroit is higher than in Milwaukee. This phenomenon is again partially due to variations in the proportions of Blacks in the total population of the three cities.

TABLE 18A

Enrollment in Catholic Schools By Race
Chicago, Detroit and Milwaukee

DETROIT*

Year	White and Other	Black	Total
1968-69	56,362 (88.1%)	7329 (11.9%)	63,691 (100.0%)
1969-70	48,268 (87.6%)	6851 (12.4%)	55,119 (100.0%)
1970-71	41,704 (86.5%)	6703 (13.5%)	48,407 (100.0%)

CHICAGO**

Year	White and Other	Black	Total
1968-69	171,736 (85.9%)	28,186 (14.1%)	199,922 (100.0%)
1969-70	159,739 (85.6%)	26,886 (14.4%)	186,625 (100.0%)
1970-71	147,438 (84.7%)	26,662 (15.3%)	174,100 (100.0%)

MILWAUKEE***

Year	White and Other	Black	Total
1970-71	22,936 (97.1%)	684 (2.9%)	23,620 (100.0%)

Source: * Archdiocese of Detroit

** Archdiocese of Chicago

*** Archdiocese of Milwaukee

TABLE 18B

Enrollment in Lutheran Schools by Race (1970-71)*

City	White	Minority	Total
Chicago	4001 (73.6%)	1434 (26.4%)**	5435**
Detroit	2935 (75.4%)	960 (24.6%)	3895
Milwaukee:			
Missouri Synod	2436 (86.7%)	385 (13.3%)	2821
Wisconsin Synod	4569 (90.8%)	420 (9.2%)	4989

*Sources: Lutheran schools provided data, as did the Area offices of the Missouri and Wisconsin Synods.
**Based on returns from 36 out of 41 schools.

6. Catholic Schools Have Experienced a Decline in the Number of Male and Female Religious Teachers and a Corresponding Increase in the Number of Lay Teachers*

This trend is one that has influenced Catholic school operations in a very profound way in all parts of the U. S. including the three cities involved in this study. Data for the City of Detroit are presented in Table 19. School leaders reported that the rate of decline in the availability of religious teachers has been greatest in those elementary schools operated by local parishes, many of which enroll few students and are thereby inefficient and which often lack adequate financial resources to support quality programs. All Catholic secondary schools in Chicago and Milwaukee and several in Detroit are operated by teaching orders which establish tuition charges according to school financial requirements and what users are believed able to afford. High schools in Detroit are operated by single parishes and multiple parishes as well as by religious orders. Teaching orders exercise discretion regarding the assignments of religious teachers and may be somewhat inclined to assign sisters and brothers more liberally to their own high schools than to parish or diocesan elementary and secondary schools.

The study team contacted a number of the larger teaching orders which help to staff Catholic schools in the three urban centers. All predicted that numbers of religious would decline at about the

* Documentation for this generalization is found in many sources including the NCEA Data Book for 1971. See also Table 19 which follows and Appendix D.

rate as in the recent past for a number of years to come. In short, attrition is expected to be high.

Table 19 describes teacher supply in Detroit Catholic Schools for the years 1963 through 1970. It also projects estimates of religious and lay teachers needed in 1975 and 1980. See Appendix D for a fuller presentation of current and projected staff problems.

7. There Has Been a Decline in the Ratio of Nonpublic School Students As Compared with Public School Students in All Three Cities Over the Past Decade

Because nonpublic school enrollments have declined rapidly and public school enrollments have remained fairly constant or have increased during the past decade in the three cities, the ratios of nonpublic school to public school enrollments have declined rather sharply. Table 20 illustrates this phenomenon. Interestingly, the decline in nonpublic school enrollments in absolute and relative terms has not resulted in a corresponding increase in public school enrollments. (See Table 21). Indeed, the opposite was true. Nonpublic school leaders interviewed during this study maintained that most of their school leavers left the city with their families to attend other schools in the suburbs. These data appear to lend support to this assertion. Part IV of Chapter 2 describes more fully the motivations that are believed to influence many parents of nonpublic school students to withdraw

TABLE 19

Comparison for Detroit Catholic Schools for 1963 through 1980 of the Number and Percent of Religious Teachers with Lay Teachers*

	Religious Staff in Schools		Lay Staff in Schools		Total Staff
	No. of Religious Staff	% of Religious Staff	No. of Lay Staff	% of Lay Staff	
1963-64	3,470	66%	1,762	34%	5,232
1964-65	3,457	64%	1,952	36%	5,409
1965-66	3,512	63%	2,130	37%	5,642
1966-67	3,294	58%	2,373	42%	5,667
1967-68	3,397	66%	2,721	44%	6,118
1968-69	2,958	52%	2,885	48%	5,843
1969-70	2,697	50%	2,772	50%	5,649
1970-71	2,191	44%	2,749	56%	4,940
1971-72	1,980 (Est.)	51%	1,950 (Est.)	49%	3,930 (Est.)
1975-76	1,350 (Est.)	55%	1,100 (Est.)	45%	2,450 (Est.)
1980-81	1,000 (Est.)	57%	750 (Est.)	43%	1,750 (Est.)

*Data for 1963-64 through 1970-71 are actual figures. Data for 1971-72, 1975-76, and 1980-81 are projections made by a Diocesan official. See Appendix D for commentary on teacher supply.

TABLE 20

Percentages of Students Enrolled in Public Schools and Nonpublic Schools* of Chicago, Detroit, and Milwaukee for 1965-66 through 1970-71

	Chicago		Detroit		Milwaukee	
	% Enrolled In Public Schools	% Enrolled In Nonpublic Schools	% Enrolled In Public Schools	% Enrolled In Nonpublic Schools	% Enrolled In Public Schools	% Enrolled In Nonpublic Schools
1965-66	70.6%	29.4%	78.2%	21.7%	68.1%	31.9%
1966-67	71.5%	28.5%	79.4%	20.6%	69.3%	30.7%
1967-68	72.4%	27.6%	80.0%	20.0%	71.6%	28.4%
1968-69	73.6%	26.4%	81.1%	19.9%	73.4%	26.6%
1969-70	75.0%	25.0%	82.8%	17.2%	75.3%	24.7%
1970-71	76.1%	23.9%	84.3%	15.7%	77.8%	22.2%

*Data for Chicago and Milwaukee include Catholic and Lutheran students only. Data for Detroit include all nonpublic school children. Thus the percentage of nonpublic school enrollments would be slightly higher in Chicago and Milwaukee and public school data slightly lower. Sources for Table 20 included the three public school systems, the three Catholic Archdiocesan offices, the Missouri Synod offices for Chicago, Detroit, and Milwaukee, and the Wisconsin Synod area office for Milwaukee.

their children from an urban parochial or private school for schools located outside the city.

B. Enrollment Trends for the Public Schools of Chicago, Detroit, and Milwaukee During the 1960's

1. Public School Enrollments Remained Relatively Constant After 1965 Despite the High Rate of Enrollment Attrition Experienced by Catholic Schools in Chicago, Detroit, and Milwaukee

Table 21 illustrates the truth of the above statement as it applies to all three cities. Clearly the families of many former nonpublic school students did not transfer to public schools but moved out of the city. However, it is also likely that some moved into other parts of the city replacing those who died, or retired, or moved to the suburbs. Nonpublic school administrators who were interviewed in all three cities agreed without exception that unless the rate of school closings reached epidemic proportions, the majority of those families who could no longer send their children to nonpublic schools by virtue of school closings would be likely to continue to leave the city if a market for their homes could be found.

2. There Have Been Sharp Increases in Black Enrollments While at the Same Time Corresponding Decreases in White Enrollments Have Been Evidenced

The above generalization is best documented in Table 22 below for The City of Detroit which alone among the three cities recorded racial data for all years for 1961 through 1970 except for the

TABLE 21

Comparison of Annual Public School Increase or Decline From 1966-1970 With the Declines Experienced in Catholic School Enrollments for the Following Year in Chicago, Detroit, and Milwaukee*

Year	Chicago		Detroit		Milwaukee	
	Public School Increase or Decline from Previous Year	Nonpublic School Loss from Previous Year	Public School Increase or Decline from Previous Year	Nonpublic School Loss from Previous Year	Public School Increase or Decline from Previous Year	Nonpublic School Loss from Previous Year
1966-67	+9,149	-6,042	+3,480	-4,441	+2,083	-2,015
1967-68	+7,898	-7,733	-4,036	-4,158	+2,671	-4,915
1968-69	+4,603	-10,887	-1,963	-5,574	+1,949	-3,663
1969-70	-2,806	-16,147	- -202	-7,562	+1,951	-3,883
1970-71	-4,039	-12,492	-4,393	-6,867	+779	-5,400
Total Gain or Loss from 1966-70	+14,805	-53,301	-7,114	-28,602	+9,433	-19,876

*Sources: Chicago, Detroit and Milwaukee Public Schools and Archdiocesan offices.

TABLE 22

Racial Composition of Detroit Schools -
Total Numbers and Percentages of Students*

	White		Negro		Other		
Date	Number	%	Number	%	Number	%	Total***
1961**	153,046	53.6	130,765	45.8	1701	0.6	285,512
1963	141,240	48.1	150,565	51.3	1940	0.7	293,745
1964	136,077	46.3	155,852	53.0	2037	0.7	293,966
1965	130,957	44.4	161,487	54.8	2378	0.8	294,822
1966	126,354	42.5	168,299	56.7	2382	0.8	297,035
1967	120,544	40.9	171,707	58.2	2614	0.9	294,865
1968	115,295	39.0	175,474	59.4	4531	1.5	295,300
1969	108,264	36.8	180,630	61.5	4965	1.7	293,859
1970	100,717	34.8	184,194	63.8	4832	1.4	289,743

*Source: Detroit Public Schools.
**First year of racial count. No racial count in 1962.
***Variations from other totals represent different census months.

TABLE 23

1960 and 1970 Census Data for Blacks in Chicago, Detroit, and Milwaukee Contrasted with Black Public School Enrollments (K-12) for the Same Years*

	Chicago		Detroit		Milwaukee	
	U.S. Black Census Data	Black K-12 Enrollments	U.S. Black Census Data	Black K-12 Enrollments	U.S. Black Census Data	Black K-12 Enrollments
1960	812,000	Not Known	482,000	131,000*	62,000	Not Known
1970	1,103,000	251,000	660,000	184,000	105,000	34,000
Net Gain or Loss 1960-1970	+291,000	--	+178,000	+53,000	+43,000	--

TABLE 24

1960 and 1970 Census Data for Whites in Chicago, Detroit, and Milwaukee Contrasted with White Public School Enrollments (K-12) for the Same Years*

	Chicago		Detroit		Milwaukee	
	U.S. White Census Data	White K-12 Enrollments	U.S. White Census Data	White K-12 Enrollments	U.S. White Census Data	White K-12 Enrollments
1960	2,713,000	Not Available	1,183,000	153,000*	676,000	Not Available
1970	2,208,000	251,000	839,000	100,000	605,000	98,000
Net Gain or Loss 1960-1970	-505,000	--	-244,000	-53,000	-71,000	--

*Black and White enrollments for Detroit shown in 1960 were actually for the year 1961. Census data for all age groups were taken from official Census Records. Other school data from official school reports.

year 1962-63. That similar changes took place in Chicago and Milwaukee must be inferred but the logic supporting this conclusion is persuasive although based upon census information rather than school enrollment data. Table 23 and Table 24 compare census data for White and Blacks in all three cities for the years 1960 to 1970. These data suggest that Black enrollments in public schools in Chicago and Milwaukee most likely increased as they did in Detroit although the actual rate of enrollment increase in those cities may have been somewhat below the rate of growth for the total Black population.* Correspondingly, White student enrollments must have declined in both cities during the course of the 1960's, and especially during the years after 1965.

3. <u>There Have Been Declines in the Birth Rates of Chicago, Detroit, and Milwaukee during the 1960's</u>

Table 25 illustrates that the number of live births has declined noticeably in all three cities during the 1960's. The decline probably reflects the combined influences of the "pill," population aging, and declines in the number of dwelling units due to urban renewal, expressway construction, and building obsolescence. Elementary public school enrollments are declining moderately at the present time and are expected to reach still lower levels unless homes occupied now by older families are replaced by White or Black residents in younger age brackets. If migration from the South or from other

*The Havighurst Study of 1964 estimated the Black school population of Chicago for 1960 as 186,000. Using a similar rationale, the Milwaukee Black enrollment for that year would have approximated 15,000. See Robert J. Havighurst, <u>The Public Schools of Chicago</u>, (Chicago, Illinois: The Board of Education of the City of Chicago, 1964).

TABLE 25

Live Births Reported in Chicago, Detroit, and Milwaukee for Selected Years

	Chicago*	Detroit**	Milwaukee***
1962	86,820	32,045	18,133
1963	83,720	31,404	17,270
1964	81,577	31,039	16,938
1965	76,431	30,716	15,666
1966	73,775	31,147	15,502
1967	71,105	30,371	14,592
1968	68,101	29,132	13,661
1969	67,589	30,085	13,658
1970	69,693	Not Available	14,089

*Source: 1970 Annual Report of the Chicago Public Schools
**Source: Detroit City Health Department
***Source: Milwaukee City Health Department

Northern cities has ended, for all practical purposes, and is not likely to resume in the immediate future, it appears likely that moderate enrollment declines in the public schools would occur. This conclusion would have to be modified if substantial numbers of nonpublic school children transferred to the public schools as a result of the closing of many numbers of nonpublic schools.

4. <u>The White Student Exodus from Urban Centers is Seen to Have Reached Major Proportions When White Enrollment Declines from Public Schools Are Combined with White Student Losses from Their Nonpublic Counterparts</u>.

We noted above the loss of White students from public school systems and cited also declines of nonpublic school enrollments for the same years. Because 85% or more of all nonpublic students in the three cities are estimated to have been White students during the recent past, it would follow that most school leavers were also White students. When the data for both groups are combined, there is provided a more complete picture of the total White student exodus since 1960 from these urban public and nonpublic schools. It is estimated that Chicago public school and nonpublic school enrollments of White children declined by about 120,000 students during the 1960's.* Corresponding White enrollment declines for public and nonpublic schools combined in Detroit for the same time

*If Havighurst's estimates for White enrollments in 1960 are accepted.

span are believed to have approximated 75,000 students. Combined White student losses in Milwaukee for the 60's are estimated conservatively to have affected about 40,000 students from public and nonpublic schools. Major changes in the racial composition of these and other large cities and the schools therein during a relatively short time span were responsible, many school leaders believe, for much of the trauma described below which was experienced in virtually all large urban centers during the recent past.

SUMMARY STATISTICS

The Current Status (1970-71) of Nonpublic and Public School Enrollments in Chicago, Detroit, and Milwaukee

Table 26 indicates 1970-71 enrollments for each of the three cities included in the study. These are the additional students who would have to be educated in the public schools if all nonpublic schools had closed after June of 1971. Chapter 2 discusses the feasibility of educating these students in the three public school systems of Chicago, Detroit, and Milwaukee as they are presently constituted with reference to their physical facilities. Chapter 3 then attempts to project the economic consequences for all three school districts and for the States of Illinois, Michigan, and Wisconsin in terms of expenditures for operating costs and capital expenditures.

TABLE 26

1970-71 Enrollment Data for Nonpublic and Public Schools of Chicago, Detroit, and Milwaukee Used in Computing Financial Data for Chapter 4*

A. Relevant Data for Chicago Financial Study

Nonpublic Schools		Public Schools	
K-1-8	= 135,927	K-1-8	= 433,419
9-12	= 47,558	9-12	= 142,834
Total K-12	= 183,485	K-12	= 576,253

B. Relevant Data for Detroit Financial Study

Nonpublic Schools		Public Schools
K- 6	= 28,933	Other Data Not Required
7- 9	= 14,322	
9-12	= 10,272	
Special	= 323	
Total K-12	= 53,850	Total K-12 = 289,531

C. Relevant Data for Milwaukee Financial Study

Nonpublic Schools		Public Schools
K-1-8	= 28,385	Other Data Not Required
9-12	= 10,846	
Total K-12	= 39,231	Total K-12 = 128,761

*Sources: Chicago, Detroit, and Milwaukee Public Schools and Archdiocesan Offices.

PART IV - RECENT EDUCATIONAL TRENDS WHICH INFLUENCED NONPUBLIC SCHOOL ENROLLMENTS IN CHICAGO, DETROIT, AND MILWAUKEE

In Part III above, it was shown that nonpublic school enrollments in Chicago, Detroit, and Milwaukee declined substantially during the period from 1965-66 through 1970-71 with a particularly rapid rate of decline experienced by Catholic schools as compared with other nonpublic schools. Part IV will describe some of the developments which took place during the decades of the 1950's and 1960's which helped to bring about the present crisis in nonpublic education.

Migration to the Suburbs Contributed Substantially to Declining Nonpublic School Enrollments

Suburban areas surrounding Chicago, Detroit, and Milwaukee have grown tremendously since World War II. Many of the new suburbanites were refugees from the cities and some had been patrons of nonpublic schools. A number of these former supporters of private education joined together to establish parochial schools in the suburbs as new parishes and churches were founded. Other newcomers sent their children to the public schools instead for reasons which will be described more fully below.

The motivations of those nonpublic school parents who moved from the large urban centers to the suburbs were many and complex. Some, no doubt, wanted to occupy a larger and more attractive home in a pleasant, quiet neighborhood. Others sought to be closer to work, and still others

just wanted to get away from the strains and stresses of living in a big city where concerns about crime, race, public transportation, taxes, etc. are uppermost in the minds of many residents.

It should be pointed out, in addition, that many families with preschool and school-age children moved to the suburbs for reasons relating to improving educational opportunities for their children. Some of the newer suburban parents believed that opportunities would be qualitatively better in the public schools than in the new parochial schools being established. Some would-be users of suburban nonpublic schools could not gain admittance for their children because of overcrowding and enrolled their children in public schools out of necessity. In the event that their children made excellent adjustments in the public schools, parents sometimes preferred that they continue there even though vacancies might become available later on in a nonpublic school.

We have already noted that many migrants who left large urban centers for the suburbs usually did so for two kinds of reasons: To seek a better quality of life which they believed would be more readily available in the suburbs, and to escape from the tribulations of the urban center. Many parents moving to the suburbs for educational reasons did so because they believed that their children would receive a better education there than in the setting from which they came.

Many new suburbanites sought out a school in the suburbs which they believed would provide more individual attention to children from teachers than they would receive in an urban public school setting. Such parents believed that the typical suburban classroom would contain fewer children per teacher and were encouraged enough by the realization

of this expectation that, as a general rule, they did not object too strenuously to being taxed at higher millage rates for this privilege. Suburban parents, by and large, appeared to regard arguments as specious which maintained that educational achievement and student welfare were not related to class size in any important way. Such parents welcomed also the closer ties they often found to exist in many systems between home and school via P.T.A. and P.T.O. organizations, room mothers' clubs, and the like. They were impressed favorably also with the attractive and mostly new school buildings located, more often than not, on spacious, attractively landscaped, and well-equipped school sites. Parent and citizen school-related groups frequently invited the newcomers to join them in promoting bond issues or in passing millage issues to enrich curricular programs, something that was much less frequently done in the larger urban centers from which they came. Parents in the suburbs heard and saw evidence of many changes taking place in the elementary and secondary schools in organizational structure (middle schools); programming (nongraded elementary schools); media centers; varied student activities; broader vocational education programs; etc.

In the minds of many persons moving to the suburbs, the public and nonpublic schools in such large urban centers as Chicago, Detroit, and Milwaukee were not keeping pace with some of their suburban counterparts. Where urban school systems had served as educational beacon lights for the rest of the nation during the decades from World War I to World War II, they subsequently lost their positions of acknowledged primacy by the middle of the 1950's.

During the past decade and one-half, the problems of large urban

public school systems have become increasingly visible. Dissatisfied patrons raise objections strenously to the excessive size of the system. Some parents object also to very large enrollments in individual school buildings on grounds that individual attention is not provided sufficiently in such situations. Many school patrons regard the bureaucracy required to operate such large educational units as relatively rigid and unresponsive to the needs of youth or to the desires of the adult community. Efforts to decentralize the system have not been functioning long enough or successfully enough to change these kinds of community attitudes where they exist to a significant degree.

Urban public and nonpublic schools have been at a disadvantage also when compared with their suburban counterparts as regards other aspects of school operation, in the minds of the general public. For example, urban schools are more likely to have older buildings; less parking area for staff and patrons; less safe routes to and from school; greater student mobility as regards the transfers of students from one school to another; greater neighborhood mobility; more prevalent feelings among parents that students are not known and cherished as individuals; less adequate equipment; less satisfactory financing of capital outlays and operational costs.

It would appear that there has been in existence a kind of educational competition during the past two decades between urban schools and suburban schools that has made visible to many parents in large cities the advantages that some of the suburban systems are presumed to enjoy over their urban counterparts. Middle-class parents who became leaders in their new suburban communities and energetic supporters

of their school systems, both public and nonpublic, were thus lost to provide leadership for urban public and nonpublic schools alike. During the past decade, urban school systems have experienced greater difficulties than have their suburban counterparts in gaining public support for educational millage votes, whether for capital outlay or operational needs. And futhermore, many newcomers to the urban centers were Southern Whites and Blacks who were much less likely to enroll their children in any nonpublic school than those who had moved to the suburbs.

There was no apparent immediate impact of a negative nature upon nonpublic school enrollments during the 1950's and early 1960's resulting from the transfers of patrons of nonpublic schools to the suburbs because of the very great increase in the birth rate after World War II and because there was some new-home construction in outlying areas. There were enough new family units being formed to replace those who moved to the suburbs and to provide a surplus besides. It was possible, during these two decades, for nonpublic school enrollments to increase rapidly in urban centers such as Chicago, Detroit, and Milwaukee with moderate increases also evident in the public school, despite the suburban migration phenomenon. As time passed, however, urban new-home construction declined sharply and the urban birth rate started to decline. And, even more significantly for urban nonpublic school continuity, younger parents continued to leave urban parishes in increasing numbers, but this time there were fewer replacements with children who subsequently enrolled in a private elementary school. As we have already noted, the large White migration to the suburbs was replaced by a correspondingly large number of Black and White immigrants from the South mostly, although

there are also many newcomers to the city from rural areas and from other regions of the United States as well.

Sharply Rising Educational Costs Contributed to Reduce Overall Nonpublic Urban School Enrollments and to the Closing of Some Nonpublic Schools

Although it is probably correct to assert that virtually all nonpublic schools have found it more difficult to secure necessary funds for operation, not all schools and school systems have experienced equivalent degrees of trauma. Roman Catholic schools have had the greatest percentage of enrollment declines and school closings, but it should be kept in mind that they probably have enrolled a larger percent of the children of their denomination in major urban centers than have other comparable sponsoring organizations. Yet, leaders of virtually all parochial schools and school systems have reported the existence of a financial crisis that ranges from being troublesome in some situations to traumatic in others. There have existed problems and concerns common to all sponsoring organizations which will be described in the following paragraphs, coupled with a brief discussion of a special problem which affects Roman Catholic schools.

During the past two decades, teacher-pupil ratios have declined substantially in most nonpublic schools and particularly in those described as parochial. It was not uncommon a decade or so ago for some nonpublic elementary schools to enroll from 50 to 70 children in a classroom with a single teacher. Today, elementary school enrollments in large urban centers seldom exceed 40 students per classroom unit, with the median for many nonpublic elementary schools approximating 35 to 1 or slightly less.* Secondary school teacher-pupil ratios were also reduced considerably with

* According to Catholic and Lutheran school officials in the three cities.

the median for many schools probably approximating 27 to 30. Accreditation requirements and parental expectations contributed substantially to reductions in teacher load in both elementary and secondary schools. It should be pointed out parenthetically that there appears to be little visible agitation among parents, school leaders, and teachers, clergy, or school boards to increase class size markedly as a means of helping to relieve financial pressures.

Continuing increases in operating costs in nonpublic schools resulted not only from the decisions made to employ more teachers for the same number of children, but also from decisions made to increase their stipends and benefits. Salaries of lay teachers quadrupled in many private and parochial schools during the 1950's and 1960's with salary adjustments also being made for religious educators in Roman Catholic schools. The payment of higher salaries to nonpublic school educators resulted in part from a desire to compete successfully for superior teachers with the public school systems which traditionally have set the salary pace. With the advent of teacher negotiations in urban school systems after 1965, salaries of teachers and other school employees have risen at an even more rapid rate than before. Thus, the decisions to employ more teachers and other employees per classroom unit and pay them more competitive salaries were responsible for the major share of the financial squeeze felt by most nonpublic schools.

Another factor which contributed to higher costs for nonpublic education was the broadening of curricular opportunities in elementary grades as well as in the high schools. During the post-World War II period, more and more students in grades 1-8 were exposed to instruction

by specialists in art, vocal music, instrumental music, and physical education classes. Special laboratories were sometimes built for these new offerings and additional staff employed to provide instruction. At the high school level, there was an upgrading in nonpublic schools of libraries, physical education, and science programs; guidance services were added; offerings in art and music were added in some of the smaller high schools or improved substantially in many larger schools; full-time principals replaced teaching principals; and more varied student activity programs were provided. Implementing these and other very substantial improvements required larger staffs, additional capital outlays, and large increases in operational revenues.

Roman Catholic elementary and secondary schools experienced somewhat higher cost increases than did other nonpublic schools because of the decline in the number of religious teachers who were assigned to schools. This decline became more evident during the 1960's and necessitated the employment of even more lay teachers to replace them than would have been needed otherwise for curriculum expansion and reduced class size. Needless to say, costs rose ever higher from year to year and created economic problems of the greatest magnitude for those responsible for fund raising.

Although fewer new nonpublic elementary and secondary schools were built in the three urban centers than in the suburbs surrounding them during the years following World War II, the total amount of new construction and renovation of older buildings has been considerable. School leaders have had to pay much higher costs per square foot for such capital outlays than had been the case in the past. Land costs, which also were

much higher in the cities than in the suburbs, contributed to mounting financial burdens as school sites were expanded for parking, playgrounds, and physical education classes.

Nonpublic schools, like their public-school counterparts, have had to make substantial increases in expenditures for instructional materials and supplies. Not only have costs increased for such supplies, but the total amount per child believed necessary for quality education has increased since World War II. Greater expenditures per pupil for instructional materials are required in specialized subjects such as art, shop, home economics, instrumental music, drafting, and physical education than for English, social studies, math, and foreign languages.*

Prevailing Patterns of Local Financing of Nonpublic Schools Believed to Contribute to Declining Nonpublic School Enrollments

The fact that virtually all nonpublic schools are controlled and financed locally has been a source of difficulty as well as of strength in their struggles for economic survival. Stable and prosperous parishes and attendance areas usually have been able to survive the economic storms without too great a decline in school enrollments. In transitional urban areas, with high mobility, and especially in the inner city, nonpublic enrollments often dropped, causing hardships for those who attempted to keep the school functioning with dwindling resources. In those situations, efforts were sometimes made to reorganize but such attempts were not always successful and consequently contributed to the ultimate closing of schools that might have survived otherwise and to an increase

* The language laboratory and related materials makes even this distinction suspect today.

in the exodus rate to the suburbs by nonpublic school supporters. Although leadership was provided from regional offices to assist local groups in making cooperative studies to determine the feasibility of increasing efficiency and effectiveness through cooperation, such efforts could be negated if one of the participants in the study ignored the recommendations of the study group. The merger movement is still going on as the economic factors described above are continuing to create problems. It remains to be seen if the restructuring of nonpublic schools can be accomplished in the future in a manner and at a pace that responds adequately to the needs of the times. If not, enrollment declines and school closings can be expected to continue at a somewhat higher rate than otherwise might have been the case.

Patterns of State Aid and Federal Aid to Nonpublic Schools Have Not Sufficed to Halt Declining Enrollments or School Closings

Past patterns of state and federal support to nonpublic schools in large urban centers have been viewed as being helpful but have not resolved the fundamental economic problems identified above. The States of Illinois, Michigan, and Wisconsin recently passed legislation which was designed to provide economic assistance to nonpublic schools. However, all such state aid to nonpublic schools in Michigan was cut off when Michigan voters approved a constitutional referendum (called Proposition C) specifically prohibiting its distribution. Legislation adopted in Wisconsin and Illinois also provided assistance to children attending nonpublic schools in those states, but the implementation of such legislation may have been negated by recent Supreme Court decisions striking down similar legislation in Pennsylvania and Rhode

Island. Nonpublic school leaders in Chicago, Detroit, and Milwaukee expressed pessimism about prospects in the short run for receiving state or federal aid at levels that would be adequate enough if granted and which could be depended upon in the long run to surmount legislative and constitutional hurdles.

Legislative approval and constitutional sanction has resulted in providing for children attending nonpublic schools certain so-called auxiliary services including remedial reading, psychological services, and the like. In addition, other services have been made available including school bus transportation, textbooks, library books, etc. Although such contributions have been extremely helpful to students attending nonpublic schools, they have not done enough to reduce operating costs sufficiently to counteract the syndrome of contributing factors which caused them to rise at such a rapid rate.

Collaborative Arrangements With the Public Schools Have Had Relatively Little Influence Upon Nonpublic School Operations in Chicago, Detroit, and Milwaukee

It would be difficult to demonstrate that collaborative arrangements between the public and nonpublic schools have contributed to the survival of the latter to any substantial extent because so relatively few students and schools have been involved up to the present in the three cities included in this study. Shared time, dual enrollments and released time are administrative arrangements which have been used sparingly, according to school authorities. The failure to organize such cooperative ventures more fully can be attributed to the difficulties in agreeing upon practices that are mutually satisfactory. Nonpublic

school needs are often served after public school requirements are met, and only if space, personnel, and funds are available can the service sought be provided. If policies necessitate that assistance which is requested must be denied, the nonpublic school leaders involved may very well view their efforts to secure services for their students as time wasted. Needless to say, such experiences tend to inhibit nonpublic school leaders from initiating future attempts at cooperation if additional options appear to be open.

Other factors which have inhibited collaboration between public and nonpublic schools include parental and student objections and transportation difficulties. Unless public and nonpublic schools are located near to one another, problems of arranging and paying for transportation to and from the public school are not readily resolved. Additionally, nonpublic school students often express an unwillingness to invest a substantial amount of time each day in being transported unless curricular benefits are viewed by them as being unusually beneficial. School leaders, both public and nonpublic, state that it is difficult to arrange transfers of students from one school to another in a coordinated manner so as to avoid both excessive expenditures of time and also the schedule conflicts which may be impossible to eliminate.

In the wake of the 1971 Supreme Court decisions regarding state aid to nonpublic schools*, it is possible that there will be increased interest and renewed efforts by nonpublic school leaders to explore collaboration with the public schools in efforts to reduce operational costs. Such an expression was recently voiced by the Diocesan Superintendent of Schools for Detroit.

* Lemon V. Kurtzman

Substantial Efforts by State, Regional, and Local Groups to "Save" Nonpublic Schools Located in the Inner-City Have Had a Limited Effect Upon Stemming Enrollment Declines and School Closings

Major efforts have been made by many individuals and groups to continue the operation of nonpublic schools in the so-called inner-city regions of Chicago, Detroit, and Milwaukee. Such efforts have been very determined and are not always of recent origin. Their success can be measured by the continuation today (1971) of some schools that would have been certain to close otherwise. Many of these institutions enroll substantial percentages of minority group students whose parents pay tuition charges which are lower than actual operational costs. Deficits of such schools are made up by individual contributions as well as those from diocesan or state organizations. There is evidence that not all nonpublic school supporters from communities outside major urban centers approve of the diversion of organizational funds for the operation of inner-city schools*. Also, efforts to encourage more affluent school communities to "share" their affluence with their neighbors has met with a somewhat limited response, apparently. Machinery does not exist to compel such collaboration, given the high degree of autonomy for school operations which presently exists and which was described above. This is not to deny a certain amount of uniformity from one denominational school to another as regards curriculum, religious doctrine, staff recuitment, and staff assignment. Local, state and regional groups do fill substantial and important leadership roles but they are advisory in nature to a considerable extent. However, many public school leaders and supporters are often inclined to overestimate the degree to which nonpublic school operational and financial policies and practices are

*Source: Neil G. McCluskey, S.J., Catholic Education Faces Its Future, (Garden City, New York: Doubleday & Company Inc., 1968) P. 265

"imposed from above."

Other efforts have been made by groups and individuals to establish varied kinds of independent schools some of which are located in former parochial schools.* Revenue sources are derived from gifts, donations, and parish contributions with some subsidies also reported to be derived from foundation funds and federal grants. For example, Lutherans and Catholics have collaborated to establish independent schools outside of the framework of their regular denominational efforts. As a rule such collaborative efforts have aimed to serve inner-city children who are members of minority groups. Limitations of time prevented the study team from determining the economic status of such schools, or from determining the economic viability of their operations.

Efforts described above to continue services to youth in the inner-cities of Chicago, Detroit, and Milwaukee while limited in scope were of value to those that were served. But such efforts did not in themselves substantially reverse the broad trends of enrollment declines in non-public schools. Recognition should be given to the fact that such enrollment declines would have been even greater if subsidized schools no longer operated in the inner-cities to serve those youth who are regarded as the most disadvantaged economically and educationally.

Chapter 1 has described enrollment trends which have been taking place in the urban centers of Chicago, Detroit, and Milwaukee. Chapter 2 which follows discusses the feasibility of housing urban nonpublic school students in urban school buildings should it become necessary for nonpublic schools in Chicago, Detroit, and Milwaukee to discontinue

* See Appendix B.

operations in whole or in part. Implications of transfers of nonpublic school students into suburban school systems are also discussed in this part of the study report.

CHAPTER II

THE CAPACITY OF THE CHICAGO, DETROIT, AND MILWAUKEE AREA SCHOOLS TO ABSORB NONPUBLIC SCHOOL PUPILS WITHIN EXISTING FACILITIES

The Problem

The question which this chapter seeks to answer is this: Can the public school systems of the Chicago, Detroit, and Milwaukee areas absorb the pupils now attending nonpublic schools in these cities if all the nonpublic schools are closed, without securing additional facilities? Since the Roman Catholic schools enroll by far the largest number of nonpublic school pupils in each of these cities and since the Roman Catholic schools seem to be having the most severe financial problems, a parallel consideration will be to determine the ability of the urban public schools to absorb the Roman Catholic school pupils.

As will be shown in the following discussion, the answer to the above question is a categorical "No." This negative answer would be emphasized even more if all the nonpublic schools were to be closed within the next year. On the other hand, were the nonpublic schools to be phased out over the next five to ten years, there is the possibility that enrollment decreases now projected for the public schools might partially offset the influx of pupils from the nonpublic schools. Undoubtedly some additional facilities would need to be secured but, more important, present public school housing needs would either remain constant or increase as existing buildings continue to age and ultimately require replacement.

Thus, it is the purpose of this chapter to consider the available means for estimating the ability of these three public school systems to absorb nonpublic school pupils within existing buildings, to review current

proposals for needed new construction, replacement, and rehabilitation of school facilities, and to attempt to assess the impact of the shift of nonpublic school pupils to public school facilities.

Capacity Determination - Elementary Schools

While the determination of the capacity of any school building is a complicated affair, it is possible to use "rule-of-thumb" means for approximating the capacity and thus to simplify the process somewhat. In the case of an elementary school, it is usually the practice to multiply the number of classrooms or teaching stations by the class size considered acceptable and the product is the capacity of the building. In some determinations only the actual classrooms are counted. In others the special rooms for art, music, auditorium, and physical education are also counted. Thus, it is usually rather difficult to make accurate comparisons between the stated capacities of elementary schools in various cities.

Educational leaders generally agree that the elementary school classroom, or its equivalent, should provide for no more than 30 pupils. It is also considered acceptable practice to count only those classrooms in which pupils spend the major part of their school day, except in elementary schools which are organized on some sort of platoon system, in which case art, music, physical education, and other such spaces may be counted. In the case of the elementary school organized in the usual fashion, with each class group having its own home room for the full day, even though it may leave it for special classes, only the number of such classrooms is counted. Thus, an elementary school having 30 such classrooms, with an average class size of 30, would have a capacity of 900 pupils in grades 1 through 6. Kindergartens are generally organized on a two-session basis,

with an optimum size of 25 pupils per session, or 50 pupils per day. If three kindergarten rooms, with a total capacity of 150 pupils, were to be included in a building, along with 30 regular classrooms, the rated building capacity would be 1,050 pupils. (This would be quite a large elementary school, but a school of this size is not uncommon in the cities of Chicago, Detroit, or Milwaukee.) The actual average class size, as used in the capacity determinations of the three public school systems, will be indicated in the discussion below.

Capacity of Secondary School Buildings

Determination of the capacity of a secondary school building, whether a junior high school or a senior high school, is a bit more complicated. In the case of the elementary school it was assumed that regular classrooms or other spaces, if it were a platoon school, were in use 100% of the time. In the case of a secondary school, however, it is almost impossible to offer a program of electives and to attain a utilization ratio of 100% without damaging the capacity of the school to offer a varied and appropriate curriculum. While some secondary schools, through EDP scheduling and other devices, achieve utilization ratios of more than 90%, some sacrifices in quality of service must be made to achieve such a high level of building utilization. It is generally considered that a utilization ratio of 83% for secondary schools is the best that can be achieved and still maintain some flexibility of program and electives. In short, a secondary school of 100 teaching stations, with an average optimum class of 30, and an 83% utilization, would have a capacity of 2,500. Large city school systems, such as Chicago, Detroit, and Milwaukee, usually maintain an eight-period day in the secondary schools, and attempt to use each

classroom or other teaching station seven periods in eight, with an average utilization ratio of 7/8, or 88%. The actual average class sizes, as used in the capacity determinations of the three public school systems, will be described in the following sections.

School Facility Needs Studies Made by Three Cities

During the past two decades almost every large city has conducted a series of studies of its school facility needs. Most of the conclusions drawn here have been based upon studies provided by the public schools of Chicago, Detroit, and Milwaukee although some reinterpretation of data has occurred.

The Chicago Public Schools have authorized a series of studies, some of which were conducted by Michigan State University and others by private consulting firms such as A. Epstein and Sons, Inc. The latter organization produced a School Rehabilitation Program Survey in 1970. The Chicago Public School planning staff has utilized these studies in the production of various documents which interpreted the findings and recommendations. These staff publications have formed the basis for many conclusions drawn in this present report.

The Detroit Board of Education established a Citizens Advisory Committee on School Needs in 1957. Committee reports, published in 1958 and 1959, formed the basis for The Price of Excellence, An Inventory of Facility Needs in the Detroit Public Schools, developed by the School Housing Division's staff in 1962. In 1966 this study was updated in a new publication called Inventory of Facility Needs which was revised subsequently in 1969 and is currently undergoing a complete revision to be published late in 1971.

Milwaukee has authorized a series of commissions to deal with school planning for more than fifty years. In 1969 the Building and Sites Development Commission published A Six-Year School Building and Sites Program. Similar publications have been provided at approximately five-year intervals over the past fifty years. The present Commission is composed of members of the Board of School Directors, officials in city and county government, and members of the school district staff.

It should be emphasized that building needs determined by the public school systems of Chicago, Detroit, and Milwaukee as a result of these studies have never been overdrawn or exaggerated. In fact, when the methods used to compute facility needs are examined carefully it is evident that statements of building needs are most conservative. It is believed that elementary building requirements are underestimated by from six to ten per cent, while secondary needs are underestimated by from eight to sixteen per cent, when compared with the norms used in estimating school building needs in typical suburban school districts.

Chicago Public Schools Building Standards and Needs

The Chicago Public School System has determined the capacities of all its existing elementary (K-8) and secondary (9-12) buildings using data from the many surveys and staff studies. These capacity estimates combined with other data have been used to set up a long-range construction, replacement, and rehabilitation program for the system.

1. Elementary Schools

Chicago's elementary school building capacities were determined on the basis of 34.5 pupils per teaching station. Art and music rooms were also counted as teaching stations together with regular

classrooms since the elementary schools are rather completely departmentalized and a homeroom is in use by classes during the entire school day. The results, arranged to show the situation in each of the 27 districts within the Chicago Public Schools, are shown in Table 27.

In 1969-1970 the Chicago Public Schools had a computed elementary (K-8) capacity of 471,200 pupils. This was in excess of the enrollment, 430,639 pupils, by 40,561, or approximately 9.4%. Thus, in theory there was some extra capacity available to reduce the average class section below 34.5 or to make provisions for special education classes or other classes which should be less than 34.5 pupils. This conclusion assumes that students can be transferred from one location to another. By 1970-71, as a result of new construction and other changes, elementary school capacity, computed on the same basis, had increased to 480,100 while elementary enrollments had dropped to 430,017, leaving an excess capacity of 50,083 amounting to about 16.5% of the enrollment.

If, however, we use the standards suggested above in the section on Capacity Determination, the situation is considerably different. At 30 pupils per teaching station the total capacity of Chicago's elementary schools would become approximately 417,480 pupils or 12,539 less than the 1970-71 enrollment. Thus, if class sizes were reduced so that the average was to be 30 pupils, there would actually be a deficit of elementary building capacity in Chicago. All public schools are seeking to move toward a lower average class size in the elementary schools but lack of facilities, coupled with the needs of special classes such as those for retarded children or special programs for inner-city children, have usually slowed progress toward smaller class sizes.

TABLE 27

Chicago Public Schools; Elementary School Capacity
And the Impact of Parochial School Closings
On the Chicago Public Elementary Schools***

(September, 1970)

District	9/26/69 Public Schools	9/69 Parochial Schools	Combined Total	Total Public School Capacity*	Students In Excess of Capacity	No. of C.R. Needed
1	14,647	8,572	23,219	16,636	+ 6,583	191
2	7,451	2,848	10,299	9,292	+ 1,007	29
3	16,767	5,600	22,367	17,630	+ 4,737	137
4	18,499	10,266	28,765	19,577	+ 9,188	266
5	20,811	14,051	34,862	21,718	+ 13,144	381
6	22,892	5,828	28,720	23,034	+ 5,686	165
7	16,531	3,420	19,951	19,612	+ 339	10
8	19,304	2,063	21,367	20,550	+ 817	24
9	18,408	1,408	19,816	21,662		0
10	18,577	2,180	20,757	19,913	+ 844	24
11	15,563	3,009	18,572	18,125	+ 447	13
12	14,804	12,522	27,326	16,187	+ 11,139	323
13	18,026	1,273	19,299	19,518		0
14	12,235	1,248	13,483	15,151		0
15	17,358	14,165	31,523	18,471	+ 13,052	378
16	21,802	6,133	27,935	23,746	+ 4,189	121
17	13,435	4,593	18,028	14,368	+ 3,660	106
18	23,892	11,802	35,694	25,954	+ 9,740	282
19	18,700	4,519	23,219	21,230	+ 1,989	58
20	17,054	1,260	18,314	18,194	+ 120	3
21	13,125	1,731	14,856	14,578	+ 278	8
22	8,528	2,776	11,304	8,758	+ 2,546	74
23	11,385	242	11,627	13,654		0
24	11,079	2,935	14,014	11,710	+ 2,304	67
25	16,681	2,709	19,390	17,037	+ 2,353	68
26	13,034	5,576	18,610	13,888	+ 4,722	137
27	10,051	2,354	12,405	11,007	+ 1,398	41
Totals 1969-70	430,639	135,083	565,722	471,200	+ 100,282	2,906
Totals 1970-71	430,017	128,799	558,816	480,100**	84,476	2,449

*@34.5 pupils per teaching station
**Increased capacity resulting from new construction and other changes.
***Source: Table 27 reproduces a publication prepared by the Planning Department of the Chicago Public Schools.

In 1969-70 there were 135,083 pupils in Chicago's parochial schools but by 1970-1971 this number had dropped to 128,799. Using capacity computations prepared by the staff of the Chicago Public Schools, approximately one-third of the parochial school pupils could have been absorbed by the public schools in 1970-71. (In actuality, this would have been less practical than it appears because the elimination of many special classes or the increase in size of many regular classes would have been repaired in order to maintain the official 34.5 pupils per classroom average.)

We can conclude that, in order to house the remaining 84,476 parochial elementary school pupils in 1970-1971, the Chicago Public Schools would have been forced either to construct many additional elementary classrooms, or to purchase or lease existing parochial schools. The only remaining alternative would have been to increase average elementary class size to approximately 41 pupils per classroom.

If, on the other hand, parochial school closings took place gradually over a period of years, at least a part of the parochial school pupils, in all probability, could be served each year within existing elementary school facilities in Chicago. Slowly decreasing elementary schools enrollments appear likely during the 1970's as a result of lower birth rates of the late 1960's. Anticipated decreases in enrollments would not be sufficient, however, to offset the number of parochial pupils should all of them enter the public schools as a result of parochial school closings.

2. Secondary Schools

The capacities of Chicago's secondary schools (grades 9-12) were estimated using an average class size of 31 pupils and a utilization

factor of 90%. On this basis the entire system of secondary schools, including technical and vocational high schools as well as the general high schools, have a combined capacity of 119,244 pupils, as shown in Table 28. This table also indicates that 1970-1971 secondary enrollments totalled 135,548 students which exceeded building capacities by 13.7%.

Had the combined capacities of all Chicago secondary schools been determined on the basis of an average class size of 30 and a utilization factor of 83%, which is considered highly desirable, Chicago's secondary schools could have served only 106,850 students. Thus, if class sizes were reduced so that the <u>average</u> class section enrolled 30 pupils and if the utilization ratio were reduced only a slight amount, the deficit of secondary capacity would be much more serious than school district estimates show them to be. Indeed, the total enrollment would then be 26.9% greater than the capacity.

In 1969-1970 there were 47,680 pupils in Chicago's parochial secondary schools, but by 1970-1971 this number had declined to 45,301. The closing of all of Chicago's parochial high schools would have increased the deficit in capacity from 16,304 to 63,984 in 1970-1971. (Note that these figures were computed on the basis of an average class size of 31 and a utilization ratio of 90% used by the Chicago Public Schools in determining capacity).

It is evident that if the Chicago Public Schools were to house existing parochial secondary pupils, it would be necessary either to construct additional facilities or to purchase or lease facilities, including the present parochial high schools. Chicago is currently

TABLE 28

Chicago Public Schools: Secondary School Capacity (Permanent and Temporary) Compared with Chicago Public Secondary School Enrollments*

(September, 1970)

District	Permanent Facilities Capacity (at 9 periods per day)	Permanent Facilities Percent of Capacity Utilized	Temporary Facilities Capacity (at 9 periods per day)	Temporary Facilities Percent of Capacity Utilized	Enrollment (9/70)
General High Schools:					
1	5,394	107.3%	527	138.2%	6,514
2	3,040	124.7%	--	--	3,792
3	3,595	124.1%	--	--	4,463
4	4,715	120.8%	--	--	5,694
5	6,200	130.6%	--	--	8,097
6	3,503	118.4%	620	138.8%	5,008
7	1,860	103.1%	--	--	1,917
8	3,600	113.0%	1,798	75.3%	4,067
9	2,885	93.3%	--	--	2,692
10	1,985	137.4%	527	108.6%	2,728
11	2,820	137.0%	589	113.3%	3,863
12	4,681	107.2%	1,798	174.1%	8,148
13	2,480	138.2%	--	--	3,428
14	3,785	76.0%	--	--	2,876
15	5,020	142.7%	--	--	7,164
16	4,278	137.4%	682	124.5%	6,528
17	4,216	126.1%	240	119.9%	5,605
18	5,130	122.9%	1,147	132.9%	7,829
19	2,730	112.2%	558	93.2%	3,064
20	1,610	106.6%	558	79.2%	1,717
21	2,605	95.2%	--	--	2,479
22	2,852	89.1%	--	--	2,541
23	1,550	90.2%	662	86.7%	1,398
24	3,190	97.6%	--	--	3,115
25	1,335	138.0%	--	--	1,843
26	2,480	92.8%	--	--	2,301
27	1,455	145.2%	186	128.7%	2,112
Subtotal, General High Schools:	89,003	125.8%	9,850	113.3%	111,983

*Source: Table 28 reproduces exactly a publication of the Chicago Public Schools Planning Department.

TABLE 28, cont.

District	Permanent Facilities Capacity (at 9 periods per day)	Permanent Facilities Percent of Capacity Utilized	Temporary Facilities Capacity (at 9 periods per day)	Temporary Facilities Percent of Capacity Utilized	Enrollment (9/70)
Technical High Schools:					
3	4,555	109.3%	--	--	4,977
15	1,930	105.1%	--	--	2,028
Subtotal, General plus Technical High Schools:	95,488	124.6%	9,850	112.9%	118,988
Vocational High Schools:					
5	770	182.5%	186	147.0%	1,405
7	1,985	84.7%	--	--	1,681
9	650	120.5%	31	115.0%	783
11	1,680	160.8%	31	157.9%	2,702
16	1,350	118.7%	--	--	1,603
17	3,390	114.7%	31	113.6%	3,888
25	2,805	108.6%	--	--	3,046
26	530	153.6%	62	137.5%	814
Subtotal, Vocational High Schools	13,160	121.0%	341	118.5%	15,922
Special High School:					
9	405	157.5%	--	--	638
GRAND TOTAL, All High Schools:	109,053	124.3%	10,191	113.7%	135,548

planning the construction of new secondary facilities, plus replacing and rehabilitating other facilities. School leaders estimate that 17 new high schools or major additions to high schools are needed, that 3 high schools and 1 vocational high school should be replaced, and that many secondary schools should be rehabilitated.

Costs of rehabilitating old structures have increased each year. Current 1971 rehabilitation costs, which might be applied to existing parochial high schools would average $15 to $20 per square foot, or $1,800 to $2,400 per pupil. Providing rehabilitated space for 45,000 secondary pupils would require approximately $81,000,000 even if existing structures could be secured at no cost. Building new secondary schools with costs for completely equipped buildings running currently at $45 per square foot, would require $243,000,000 in order to house 45,000 additional pupils.

3. Chicago's Construction Program

Many of Chicago's school buildings are quite old. Those buildings more than 70 years old comprise 20.1% of all the Chicago public school buildings. Those more than 50 years old account for 42.9% of all the Chicago public school buildings. Table 29 shows the number of buildings in each of the 27 districts, grouped according to age.

The current school building program in Chicago is designed to accomplish the following:

a) Provision of additional space for rapidly increasing school membership in certain areas of the city.

b) Replacement of very old buildings.

TABLE 29

Chicago Public Schools: Public School Buildings Grouped According to Age by Districts*

(September, 1970)

District/Age	No. of Buildings	1970-60 0-10	1959-50 11-20	1949-40 21-30	1939-30 31-40	1929-20 41-50	1919-10 51-60	1909-00 61-70	1899 Over 70
1 _____	27	1	4	3	6	7	4	2	---
2 _____	13	---	4	---	3	4	1	---	1
3 _____	21	---	---	1	4	---	3	4	9
4 _____	30	7	---	---	6	9	2	3	3
5 _____	29	---	1	---	1	7	9	6	5
6 _____	27	2	2	1	1	---	4	2	15
7 _____	24	6	2	1	2	---	1	4	8
8 _____	19	10	1	1	---	3	1	1	2
9 _____	28	5	6	---	---	2	3	2	10
10 _____	17	6	1	---	---	1	3	4	2
11 _____	21	6	4	2	---	---	---	3	6
12 _____	31	5	6	---	2	9	1	4	4
13 _____	14	6	---	---	1	2	2	---	3
14 _____	16	4	4	---	1	1	2	1	3
15 _____	27	3	8	1	---	6	3	4	2
16 _____	31	10	3	1	2	9	1	2	3
17 _____	23	3	7	3	1	2	3	1	3
18 _____	40	9	7	2	4	7	4	3	4
19 _____	24	3	1	---	---	1	5	4	10
20 _____	17	6	2	---	1	2	1	1	4
21 _____	14	4	2	---	---	---	3	1	4
22 _____	10	---	1	2	---	3	1	2	1
23 _____	14	4	2	1	3	1	---	1	2
24 _____	15	6	---	---	1	2	3	3	---
25 _____	17	2	---	1	---	3	4	2	5
26 _____	15	2	2	---	1	---	---	4	6
27 _____	12	3	1	---	1	3	2	1	1
Totals _____	576	113	71	20	41	84	66	65	116
Percentage . . .	100%	19.6%	12.3%	3.5%	7.1%	14.6%	11.5%	11.3%	20.1%

*Source: Chicago Public Schools Planning Department

c) Provision of a more logical geographical orientation of the various elements of the school system to each other.

d) Reduction of class sizes.

In the 1970 budget of the Chicago Public School $24,579,339 was appropriated for capital outlay, including buildings, sites, equipment, and permanent improvements.

In March, 1970, A. Epstein and Sons, Inc., presented to the Chicago Board of Education estimates of the costs of rehabilitating older school buildings in a publication called, School Rehabilitation Program Survey. This report, together with other materials, was utilized by the Chicago Public School staff in preparation of a complete construction, rehabilitation, and replacement program for the Chicago Public Schools which has been summarized by regional districts in Table 30. There are indications that new facilities would cost $431,577,000; rehabilitation would require $403,967,546; and replacement would add $267,569,300 for a total outlay of $1,103,113,846.

One and one-tenth billion dollars would be required, at current prices, to bring the Chicago school facilities into good condition on the basis of this analysis! If, in addition, it were necessary to provide facilities for approximately 85,000 elementary pupils from the parochial schools and 45,000 secondary pupils, it would be necessary to increase this budget by at least $464,000,000. This would increase the total to approximately one and six-tenths billion dollars!

These figures were computed as follows: Whether old facilities are purchased and rehabilitated or new facilities are constructed, the cost would be approximately the same over the long run. Elementary

TABLE 30

Chicago Public Schools: Estimated Cost of New Facilities, Rehabilitation of Older Facilities, and Replacement of Obsolete Facilities* (1970)

District	New Facilities	Rehabilitation	Replacement	District Total
1	$ 8,961,500	$ 23,781,822	$ 1,307,000	$ 34,050,322
2	787,500	10,434,593	500,000	11,722,093
3	15,589,000	23,170,719	25,977,300	64,737,019
4	20,320,000	27,520,004	5,565,000	53,405,004
5	30,425,000	35,325,717	17,460,000	83,210,717
6	26,955,000	17,326,579	31,863,000	76,144,579
7	20,198,500	9,221,730	8,412,000	37,832,230
8	4,200,000	14,598,623	8,625,000	27,423,623
9	31,987,500	16,153,962	20,827,500	68,968,963
10	12,049,000	12,324,582	4,853,000	29,226,582
11	3,487,500	8,017,852	23,196,000	34,701,352
12	20,982,000	18,486,670	7,395,000	46,863,670
13	11,625,500	10,957,577	1,610,000	24,193,077
14	855,000	4,716,190	7,590,000	13,161,190
15	28,398,000	20,104,010	8,487,000	56,989,010
16	21,410,000	19,829,745	5,382,000	46,621,745
17	9,025,000	12,424,126	5,290,000	26,739,126
18	47,637,000	22,737,317	5,911,000	76,285,317
19	32,264,500	15,711,071	17,422,500	65,398,071
20	575,000	11,354,192	12,695,000	24,624,192
21	1,975,000	10,776,980	12,730,000	25,481,980
22	9,754,000	8,148,564	3,795,000	21,697,564
23	13,174,500	3,791,825	2,990,000	19,956,325
24	19,079,000	14,623,265		33,702,265
25	27,039,000	18,198,350	8,701,000	53,938,350
26	10,132,000	5,990,329	15,880,000	32,002,329
27	2,691,000	8,241,151	3,105,000	14,037,151
Totals	$431,577,000	$403,967,546	$267,569,300	$1,103,113,846

*Source: Chicago Public Schools Planning Department

pupils require a minimum of 65 square feet of gross building space, which currently costs about $40 per square foot, completed and equipped. Thus 85,000 pupils could be housed for approximately $221,000,000. Secondary students require at least 120 square feet of gross building space, which currently costs about $45 per square foot, completed and equipped. Thus 45,000 secondary pupils could be housed for approximately $243,000,000. The sum of these two amounts is $464,000,000.

In brief summary, the Chicago Public Schools would need to spend approximately $1,100,000,000 over the next few decades in order to construct new elementary and secondary facilities, replace obsolete schools, and rehabilitate other buildings. The provision of sufficient facilities to house approximately 130,000 pupils from the parochial schools would add 50% to this amount, for a total of $1,565,000,000.

This analysis assumes that all parochial school pupils would transfer to the Chicago public schools which probably would not occur. And the extent to which parochial school pupils would go elsewhere rather than to the Chicago public schools would determine the reduction which might be made in this estimate.

Detroit Public Schools Building Standards and Needs

The Detroit School System has not reported the total capacity of Detroit school buildings in the same fashion as has Chicago. It has, however, used similar methods in determining capacity figures, even though no totals have been made available for publication.

Current practice in the Detroit Public Schools is to consider the typical elementary classroom to provide adequately for 32 pupils with

regular homerooms, art, music, and auditorium rooms being counted as teaching stations. Detroit's elementary schools still operate on a platoon system, particularly in the upper grades, and attempts are made to use elementary spaces at 100 per cent of capacity. It is interesting to note that Detroit currently has approximately 37.3 classrooms per 1,000 elementary school pupils, while the average of the Detroit surburban area is 36.3. In the secondary schools, however, Detroit has only 25.2 classrooms per 1,000 pupils, while the average for the Detroit suburban area is 40.3.

Capacity of Detroit secondary schools is determined on the basis of 32 pupils per teaching station in junior high schools and on the basis of 30 pupils per teaching station in senior high schools. Secondary school schedules provide eight periods and the utilization ratio used approximates 90%. Thus, Detroit methods of capacity determination are similar to Chicago's and result in capacity figures considerably above the recommendations set forth in the section on Capacity Determination above.

Some idea of the building needs of the Detroit Public Schools can be gained from Table 31 which summarizes the number of pupils inadequately housed by the standards set up by the Detroit Public Schools Housing Division. 23,663 elementary pupils are said to be inadequately housed, which amounts to approximately one-seventh of the elementary enrollment. 2,355 junior high school pupils, or less than 5 per cent of the total junior high and trade school membership are said to be inadequately housed. Almost two-thirds of the senior high pupils are reported as inadequately housed, with 39,895 of the 60,604 senior high pupils occupying inadequate housing. In many buildings, the schedule has been modified from the standard eight period day to one which includes as

TABLE 31

Detroit Public Schools: Pupils Inadequately Housed In Elementary, Special, Junior High, Senior High, and Trade Schools *

(October, 1970)

Type of Inadequate Housing	Number of Pupils	Percent of Membership
Elementary and Special Schools:		
Temporary buildings or transportables	9,726	5.6%
Buildings to be rehabilitated	---	---
Buildings to be replaced or eliminated	11,379	6.6%
Half-day sessions	152	0.1%
Transported by buses to other schools	2,406	1.5%
Subtotal, Needs of Elementary and Special Schools	23,663	13.6%
Total, Membership - Elementary and Special Schools	173,405	
Junior High and Trade Schools:		
Temporary buildings or transportables	---	---
Buildings to be rehabilitated		
Buildings to be replaced or eliminated	1,678	3.3%
Half-day sessions	---	---
Transported by buses to other schools	677	1.3%
Subtotal, Needs of Jr.H.S. and Trade Schools	2,355	4.6%
Total, Membership - Jr.H.S. and Trade Schools	51,575	
Senior High Schools:		
Membership on extended program (more than 8 periods)	31,541	52.0%
Number of pupils over capacity	4,723	7.8%
Buildings to be replaced or eliminated	3,631	6.0%
Subtotal, Needs of Senior High Schools	39,895	65.8%
Total, Membership - Senior High School	60,604	

*Source: Detroit School Housing Division

many as twelve periods daily to increase building utilization.

If school building capacities had been determined on the basis of 30 pupils per teaching station, the number of inadequately housed pupils would have been considerably increased. The data at hand is sufficient, moreover, to indicate that there are shortages of classrooms at both the elementary and junior high levels, with the elementary shortage being considerably greater. Major shortages, however, are reported at the secondary level, with more than half the students on extended days and nearly 5,000 crowded into buildings which are not really large enough to absorb them. Another 3,600 students are in buildings which are scheduled to be torn down as soon as possible.

1. Elementary Schools

There are approximately 158,000 pupils in grades K through 6 in the Detroit Public Schools. Enrollment in all nonpublic schools, in 1970-1971, was 28,250, or about 17.9% of the public school enrollment. Since there is no excess capacity at the elementary level in the Detroit Public Schools, it would be necessary to provide housing for all these parochial pupils if they were to be transferred to existing public schools in Detroit. Such an impact, when added to the buildings which need to be provided to house the 23,700 students who are inadequately housed now, would be a very great burden.

As in Chicago, it would be necessary for Detroit to either construct many additional elementary classrooms or to purchase or lease parochial buildings which might be closed. This assumes, of course, that all the parochial pupils would transfer to the Detroit Public Schools. This

would not be the case, of course, because Lutheran schools, which amount to about 7 percent of the Detroit nonpublic school enrollments, are not said to be in danger of closing in the near future. Many of the Roman Catholic Schools, however, which account for 90 percent of the nonpublic school pupils in Detroit, could close in the future for reasons described elsewhere in this study. For example, there were 25,443 pupils in Roman Catholic elementary schools in Detroit in 1970-1971. Approximately 5,000 of these pupils will be affected by recent closings. Some will probably enter the Detroit Public Schools and others will enter suburban schools, both public and private. The absorption of any part of these 5,000 elementary pupils by the public schools of Detroit would increase the need for additional elementary construction.

2. Secondary Schools

The most serious shortage of space in the Detroit schools occurs at the senior high school level. The junior high schools which for the most part include grades 7 through 9, enroll about three-fourths of the ninth grade pupils with the other one-fourth attending schools which have programs for grades 9 through 12. Although there is a shortage of space at the junior high level, the desire to bring all 9th grade pupils into 3 year junior high schools accounts for new projects for these grades.

Almost two-thirds of the senior high school pupils in Detroit are inadequately housed currently, according to the estimates prepared by the Detroit Planning Staff. If we were to apply the standards of 30 pupils per average teaching station and a utilization factor of 83% as recommended in the section on Capacity Determination, this deficiency level would have increased significantly. It is evident from the above analysis that cost estimates for correction of building deficiencies

based on data provided by Detroit planners are on the conservative side.

The regions in Detroit which have the most severe shortages of secondary facilities are located on the far northwest and far northeast portions of the city. Houses were constructed in these areas just before and just after World War II. The War disrupted school building construction plans, and the Detroit School System has never been able to construct sufficient school buildings to house the secondary pupils in these areas adequately.

There were 14,322 students in non-public secondary schools in Detroit in 1970-1971; of these, 13,234 were in Roman Catholic schools. It follows that if all Roman Catholic high schools were closed, then nearly all of the nonpublic secondary (high school) students would be affected. School closings would add to the need for junior high school construction for grades 7 through 9 and would also add approximately 9,300 students to senior high school enrollments if all transferred to the Detroit Public Schools thereby adding to already pressing high school building needs.

As in Chicago, it would be necessary for the Detroit Public Schools either to construct new facilities or to purchase or lease existing parochial school buildings in order to house secondary students. Detroit planners estimate the need for 100 square feet of gross space for junior high school pupils and 120 square feet of gross space for senior high school pupils. Present Detroit building costs are $45 per square foot for completed and equipped secondary school buildings. Thus, it would cost an estimated $58,500,000 to house 13,000 additional students in grades 7 through 9 and slightly over $50,000,000 to house 9,300 students for nonpublic schools in grades 10 through 12.

3. Detroit's Construction Program

As a result of the continuing studies cited earlier, Detroit has established a comprehensive program for necessary new construction, rehabilitation, and replacement of its school housing. Unfortunately, authorized bonding capacity has not been adequate to allow the realization of this program, despite the fact that, for over the past ten years, almost $150,000,000 has been spent on new buildings and additions. Even so, 31.1 percent of all the school buildings in Detroit are more than 50 years old and, in 1970-1971, 65,913 pupils were reported to be inadequately housed. (Table 31)

It has been estimated that it would cost $57,625,000 to provide the needed junior and senior high school buildings in Northwest Detroit and $34,400,000 to provide the needed junior and senior high school buildings in Northeast Detroit. It would take virtually an equal sum to provide adequate secondary housing throughout the remainder of Detroit, or about $90,000,000.

Providing adequate housing at the elementary level in Detroit would require about $52,000,000. Thus, at present pricing levels, it would require a program of construction, replacement, and rehabilitation costing an estimated $234,000,000 to bring the Detroit Public Schools' facilities up to reasonable standards of adequacy.

In order to reduce average class size to 30 students, as recommended in an earlier section of this report, it would be necessary to build additional facilities at all three levels of the school system. This would add approximately $26,000,000 to the construction program now envisioned, increasing the estimated total cost to $260,000,000. This expenditure would bring present facilities to an acceptable, though not optimum, level.

Closing all Roman Catholic schools in Detroit would necessitate a program of construction (or purchase and rehabilitation amounting to approximately $174,500,000. Of this, $66,000,000 would provide for 25,400 elementary pupils and $108,500,000 would be required to house almost 23,000 additional junior and senior high school students.

In summary, the building program needed to adequately house all Detroit public school pupils would require an estimated minimum expenditure of $234,000,000. If all the Roman Catholic schools in Detroit were to close immediately and students displaced were housed by the Detroit Schools, an additional $174,500,000 would be required. Combined public school and nonpublic school requirements would necessitate spending $408,500,000. Again, as in the case of Chicago, this estimate is based on the assumption that all pupils from closed nonpublic schools would transfer to the Detroit Public Schools. Experience, however, over the past few years in Detroit has indicated that this has not happened. Although some pupils do attend Detroit Public Schools, many families with nonpublic school children move to suburban areas. The $174,500,000 building program, which would result from the closing of the nonpublic schools may have greater financial implications for fringe suburban areas than for the Detroit Public School System.

Milwaukee Public Schools

The Milwaukee Public School System has made careful determinations of the capacities of its school buildings at each level and has forecast future enrollments in the public schools. A six-year building program has been set up which provides for construction of new buildings in new areas and as replacements for older buildings, for modernization of older

buildings, for additions and alterations to existing buildings, and for purchase of sites in anticipation of future needs.

1. Elementary Schools

Milwaukee determines elementary school capacity by counting only the regular elementary classrooms as teaching stations. Kindergartens, in contrast to Chicago and Detroit, are rated as having a capacity of 25 per session, rather than being rated the same as other elementary classrooms. Elementary classrooms for grades 1 through 6 are rated, in Milwaukee, at either 31 or 35 pupils. The lower figure is used in inner city schools, in other areas where classrooms contain disadvantaged pupils, or in situations where there is some other reason for reducing class size.

The total capacity of existing elementary schools in Milwaukee has been computed by the Milwaukee Public Schools staff as 89,712 for regular pupils. No allowance has been made in their estimate for the fact that special education classrooms customarily serve only half the regular number of pupils assigned to regular classrooms. Nor has an allowance been made for some other special programs to which only one-third the regular number of pupils are assigned according to present policies. Thus, the effective elementary school capacity is necessarily somewhat lower than the computed capacity. When the number of special pupils in the Milwaukee schools are taken into consideration, it is estimated that the effective capacity of the elementary schools would approximate 80,000 pupils.

Table 32 shows the projected enrollments in the Milwaukee Public Schools for the years 1971-1972 through 1976-1977 in comparison with the computed capacity. It is evident that, even though special pupils were to be placed in classes of 10 to 15 pupils, there would be adequate capacity to

TABLE 32

Milwaukee Public Schools: Capacities and Present And Estimated Future Enrollments*(August, 1971)

Year	Elementary (K-6)	Special	Secondary (7-12)	Total
Capacity (as of 1971)	89,712	(included)	60,835	150,547
1970-1971 Enrollment	73,462	3,157	56,987	133,606
1971-1972 Projection	71,108	3,130	58,396	132,634
1972-1973 Projection	68,281	3,089	59,540	130,910
1973-1974 Projection	66,097	3,055	60,325	129,477
1974-1975 Projection	63,783	3,039	61,973	128,795
1975-1976 Projection	61,547	3,002	62,689	127,238
1976-1977 Projection	60,036	2,969	62,838	125,843

*Source: Milwaukee Public Schools School Plant Planning Division.

house all of the elementary and special pupils in existing elementary schools. This is not to say, of course, that some of these schools do not require replacement, modernization, or relocation. The proposed elementary school construction program is definitely required even though the existing capacity appears adequate.

Using Milwaukee class-size norms there is also a slight excess capacity in the elementary schools. This is expected to increase with the passage of time, since birth rates have been falling in Milwaukee, as elsewhere.

Nonpublic school enrollments in Milwaukee for the last several years have included 28,964 elementary pupils, in grades 1 through 8 of whom about 75% are Roman Catholic. If all Milwaukee Roman Catholic schools were to close immediately, about 16,000 pupils in grades 1 through 6 would need to be provided for. In 1971-1972 between 8,000 and 10,000 of them could have been accommodated in the Milwaukee elementary school buildings, assuming that they were properly located. This would not be the case, however, in many areas of the city. Transferring approximately 8,000 students would have required newly built facilities. Using the same basis for estimating that was used in Chicago and Detroit, this would require the construction or acquisition of elementary facilities costing approximately $20,800,000. In all probability, however, there is an adequate number of existing Roman Catholic elementary school buildings which could be purchased or leased in order to accommodate these pupils.

If all Roman Catholic schools in Milwaukee were to close over a period of years, it appears that all the elementary pupils might be absorbed in the existing public school buildings in the event that public elementary school enrollments in Milwaukee did decline by 11,000 pupils during the next six

years as expected. If several nonpublic schools were to close each year, it is possible that the elementary schools of Milwaukee could absorb a considerable portion of their pupils assuming that existing teacher-pupil ratios were maintained. Indeed, it appears that it might be feasible to reduce average size of class sections to approximately 30 pupils in grades 1 through 6 at the same time that the nonpublic school pupils were being absorbed into the public schools. It is evident that the Milwaukee situation differs from the one in Chicago, where reducing average elementary class size to 30 pupils would have used up all available elementary capacity and would have caused a deficit of teaching stations. Conditions in Milwaukee differ also from those in Detroit where deficits of elementary classrooms, would have occurred even if 32 pupils on the average had been assigned to each classroom.

2. Secondary Schools

The capacities of Milwaukee's secondary schools, including junior high schools, combined junior-senior high schools, and high schools, have been computed on the basis of average class sizes of 28, 29, or 30, depending upon the situation. Teaching stations are considered to be available for use for seven periods in an eight-period day, so for all practical purposes 90% is the room utilization factor. The resulting capacities are only slightly higher than they would be if computed using an average class size of 30 and a utilization ratio of 83% as described in the section on Capacity Determination. The estimated total junior high school capacity in Milwaukee is 25,121, of junior-senior high schools is 6,509, and of senior high schools is 25,121 for a total secondary capacity of 60,835.

The 1970-1971 enrollment of 56,987 in grades 7 - 12 in all Milwaukee secondary schools was only slightly under the school system's capacity figure for these grades. Provision of special programs and the fact that some attendance areas did not produce enough pupils to completely fill a building indicates that almost all the secondary buildings were fully utilized and some were actually overcrowded.

There were, in 1970-1971, a total of 10,876 secondary pupils in the nonpublic schools of Milwaukee of whom 8,679 were Roman Catholic, amounting to 80% of the total. These nonpublic school pupils could not be easily absorbed into the public schools, either all at once or gradually over a period of years. Public school secondary enrollments are expected to increase gradually over the next six years, making it necessary to provide some additional secondary school facilities if present policies regarding class size and room utilization ratios are to be maintained.

If all Roman Catholic secondary school pupils were to be absorbed at once into the Milwaukee Public Schools it would be necessary to provide for approximately 5,000 pupils. At 120 square feet per pupil and a building cost of $45 per square foot for completed, equipped new schools, an expenditure of $27,000,000 would be required. This expenditure might be authorized for the construction of new facilities in some cases and for the acquisition of existing nonpublic school buildings, in others.

3. Milwaukee's Construction Program

If Milwaukee Catholic schools were to close over a period of years, it might be possible to accommodate all students now in attendance if existing proposals of the planning staff for construction, replacement, and rehabilitation were implemented. The program proposed by the Building

TABLE 33

Milwaukee Public Schools: Summary of Proposed Construction Program*(September, 1969)

	Number of Projects	Estimated Costs	Subtotals	Total
Construction, New:				
Elementary Schools	8	$ 8,475,000		
Junior High Schools	6	24,775,000		
Senior High Schools	3	23,625,000		
Special School	1	1,260,000		
Subtotal			$58,135,000	
Construction, Replacement:				
Elementary Schools	3	5,250,000		
High Schools	2	15,750,000		
Subtotal			$21,000,000	
Additions and Alterations:				
Elementary Schools	?	5,750,000		
Junior High Schools	3+	3,750,000		
Senior High Schools	5+	18,000,000		
Subtotal			$27,500,000	
Modernization:				
Elementary Schools	6	6,000,000		
Secondary Schools	3	3,000,000		
Subtotal			$ 9,000,000	
Other Costs:				
Furniture and Equipment		4,250,000		
Architectural and Other Fees		2,900,000		
Site Acquisition		5,800,000		
Subtotal			$12,950,000	
				$128,585,000

*Source: A Six-Year School Building and Sites Program 1970-1975. Milwaukee Public Schools, 1969.

TABLE 34

Milwaukee Public Schools: Summary of Construction Program, 1970-75, As Adopted by Board of School Directors*

(September, 1970)

	Number of Projects	Estimated Costs	Subtotals	Total
Construction, New:				
Elementary Schools	6	$ 7,425,000		
Junior High Schools	3	12,700,000		
Senior High School	1	7,875,000		
			$28,000,000	
Construction, Replacement:				
Senior High Schools	2	$15,750,000		
			$15,750,000	
Additions and Alterations:				
Elementary Schools		$ 5,750,000		
Secondary Schools		9,750,000		
			$15,500,000	
Modernization:				
Secondary Schools	3	$ 3,800,000		
			$ 3,800,000	
Other Costs:				
Furniture and Equipment		$ 4,250,000		
Architectural and Other Fees		2,900,000		
Site Acquisition		5,800,000		
			$12,950,000	
				$76,000,000

*Source: A Six-Year School Building and Sites Program 1970-1975. Milwaukee Public Schools, 1969.

and Sites Development Commission is summarized in Table 33. The original proposal, which attempted to cope with all the needs of the Milwaukee Public Schools, called for an outlay of $128,585,000. The Board of School Directors, considering all of the factors involved, decided to recommend implementing approximately 60% of the proposed program. The proposed five year construction program for 1970 through 1975 which has been adopted and which is described in Table 34, amounts to $76,000,000.

Closing of the Roman Catholic schools in Milwaukee has been estimated to add $47,800,000 in construction costs to the $76,000,000 program which has been authorized. In the light of decreasing public elementary school enrollments and in the event that there would be a gradual phasing out of the Roman Catholic schools, it appears possible that a smaller investment than the maximum figure shown above could suffice to provide the additional capital funds required beyond the present six year authorized expenditure of $76,000,000.

It should be noted that the above analysis presupposes that all pupils from closed nonpublic schools would transfer to the Milwaukee Public Schools. Past experience indicates that while many pupils do transfer, others move out of the city and transfer to suburban public or private schools as in Detroit and Chicago. Also, enrollment projections for the next six years in Milwaukee take into account all of the pupils who have transferred to the public schools during the past few years during which Roman Catholic enrollments in Milwaukee declined from 52,272 in 1963-64 to 30,278 in 1970-71. The discussion in Part IV of Chapter 1 suggests that factors which contributed to enrollment declines in the past have not been eliminated. Hence, additional Roman Catholic school enrollment declines in Milwaukee are anticipated.

Summary and Conclusions

The public school systems of Chicago, Detroit, and Milwaukee have conducted a series of studies over many years upon which to base their long-range construction and rehabilitation plans. They have made inventories of existing school facilities in order to determine those facilities which should be continued in use, rehabilitated, replaced, expanded, or razed. School leaders have also determined the total pupil capacity of existing facilities. In determining these capacities they have utilized average class sizes which were considered realistic in the light of local conditions even though considerably higher than norms recommended by the study team for city schools which specified average class sizes of 30 pupils or less, with utilization ratios of 100% for elementary schools and 83% for junior and senior high schools.

Chicago has estimated its needs upon the basis of elementary class enrollments averaging 34.5 pupils and secondary enrollments of 31, with a utilization ratio of 90%. In its projections, Detroit has used average classes of 32 in elementary and junior high grades with 30 in senior high school classes. Junior and senior high school utilization ratios in Detroit are approximately 90%. Milwaukee has used elementary class averages ranging from 31 to 35, with the average being about 34. In Milwaukee secondary schools the average class ranges from 28 to 30, with a 90% utilization factor.

Using these admittedly conservative means of determining building needs, the three school systems have arrived at rather startling cost estimates for necessary construction and rehabilitation. Chicago would require $1,103,113,846; Detroit would require $234,000,000; and Milwaukee's

approved building program is expected to provide $76,000,000 of the $128,585,000 required for all building needs.

Chicago and Detroit have marked shortages of secondary facilities. Chicago and Milwaukee each have a slight surplus of elementary facilities, assuming city norms and the interchangeability of students from one part of the city to another, while Detroit has a shortage at this level. All three school systems require that many older, obsolete buildings be replaced, although little or no effective increase in capacity would result therefrom. And finally, substantial numbers of new school buildings are needed in all three urban centers.

In the first paragraph of this chapter this question was raised, "Could the public school systems of Chicago, Detroit, and Milwaukee absorb the pupils now attending nonpublic school in these cities, if all the nonpublic schools were to be closed, without securing additional facilities?" Evidence presented on this chapter suggests that the appropriate answer is "No!" It has been projected that if all the nonpublic schools which are experiencing serious financial difficulties, including many of Roman Catholic Schools, were to be closed immediately, the additional cost of housing pupils now in attendance would be as follows: Chicago, $464,000,000; Detroit, $174,500,000; and Milwaukee, $47,800,000. These amounts would be in addition to resources required to fund long-range construction programs for each of these cities.

On the other hand, if nonpublic schools were to close gradually over a longer period of time, the result would be that these decreasing public school enrollments might be correspondingly replaced by transfer students from nonpublic schools. Slowly declining nonpublic school

enrollments might make it possible for the central city public school systems, along with the public school systems of the surrounding suburbs, to absorb substantial numbers of the nonpublic school pupils. While the additional costs for capital outlay and operation would be much the same whether students transferred to the city schools or their suburban counterparts, the financial impact would be distributed over a much greater area and larger numbers of taxpayers.

CHAPTER III

FINANCIAL IMPACT OF NONPUBLIC SCHOOL ENROLLMENT TRENDS ON STATE AND LOCAL PUBLIC SCHOOL FINANCING

A. The Problem

In recent years, economic influences have been forcing the nonpublic as well as the public schools into financial crises. Sources and adequacy of financial support from the private sector of the nation's economy to the nonpublic schools have become insufficient. The question naturally arises, "What economic savings in taxes accrue to the public by the private sector of the economy paying for the education of a significant number of elementary and secondary school students?" Another way of posing the question is: "What impact would the closing of all nonpublic schools have on state and local financing of public schools?"

The answers will vary from community to community and from state to state. A trustworthy empirical formula which would apply to all communities is not possible because of the multiplicity of variant factors within the communities and the differing systems of state support to the public schools. However, it may be possible to arrive at an approximation of economic value of nonpublic schools to the state and the local school district by the approaches used herein for the school districts of Chicago in Illinois, Detroit in Michigan, and Milwaukee in Wisconsin. Approximations of tax savings resulting from the operation of nonpublic schools will be determined separately for operation and for capital outlay in the three states, in the three local school districts, and in their suburban areas.

The statistics used in the calculations and projections that follow have been taken from reports and information supplied by the respective state departments of public instruction, the offices of diocesan or church regional superintendents of education, and the local public school systems. With the data submitted, efforts have been made to translate the differing formulae for state-local sharing of public school support into comparable figures for the three school communities, and the the impacts of absorption of nonpublic school students into the public schools.

In estimating operational savings to the public treasury by the independent operation of nonpublic schools through private or organizational enterprise, it is neccesary to consider the manner and degree in which the state and local district share the partnerships for guaranteed or foundation level of elementary and secondary public school support. Local support beyond this level will be considered separately.

B. State Support for School Operations

1. Common Elements

In all three states of Illinois, Michigan, and Wisconsin, the ability to support public education at local levels is measured by property values in the respective school districts. And in these three states, the measure of effort to support public education is the school tax rate applicable by law to the property evaluation within the school district. In each state, the property is assessed locally and equalized by review and adjustment at intermediate and state levels of government. It is the state equalized valuation that is used as the tax base.

Within constitutional and statutory limits, the voters of the local school districts may establish the tax rate ceilings for school purposes. Voting on tax rates locally indicates the degree of willingness to support the public schools. The local boards of education are free to approve operating budgets within foreseeable revenue.

The sources of revenue of the public schools in each of the three states are primarily (1) taxes collected and distributed by the state and (2) taxes levied and collected within the local school district. The proportionate amounts of school support to be borne by the state and local districts for the foundation or basic program differ in the three states. However, in each state, the poorer the district in tax base per pupil, the more state support the district gets. This is the principle of equalization of educational support, not necessarily of educational opportunity.

The partnership formula in each state will be described briefly. The basic support formula for each state does provide supplementary support for a variety of special purposes (some financed by federal subsidy), such as inner-city projects, education of the handicapped and gifted, vocational programs, driver education, and transportation. Also, in some cases, the local public schools extend to nonpublic school pupils certain auxiliary services, textbooks, and transportation paid from the regular public school budget for operation. There is no saving to the public for the special and auxiliary services now provided to nonpublic school pupils, so no effort is made to determine their economic value.

Basic to all calculations is the number of students to be considered. Table 35, shows the numbers of public and nonpublic students for each city. The term "Pupil Count" means the adjusted figure used in determining state support for each local school district.

2. Illinois' Support to Chicago for Public Schools

In Illinois, the state school support formula in 1969-70 and in 1970-71 provided a "guaranteed foundation level" of $520 per "weighted" pupil in average daily attendance (including a flat grant of $48). A statewide "bonus" of 8% in 1969-70 and 12% in 1970-71 was added. Pupils in grades 9-12 were "weighted" at 1.25, or 25% more than elementary pupils. To qualify for state support above the flat grant, districts conducting K-12 programs ("unit" districts) were required to levy a tax rate of at least 1.08% of the tax base. Chicago is a unit district with a tax rate in excess of 1.08%. It had, in 1969-70, a K-12 enrollment of 580,292 in September, and in 1970-71 the figure was 576,253. By taking the "best six months" of average daily attendance and applying the weighting of 25% for high school students, a "weighted average daily attendance" (WADA) of 518,562.57 was obtained for 1969-70 and an estimated 516,570 for 1970-71.

Chicago, therefore, qualified for state equalization support as determined in Table 36 below, titled "State Support to Chicago, 1969-71".

TABLE 35

Pupil Count in Chicago, Detroit, and Milwaukee
1969-70 and 1970-71*

	Chicago		Detroit		Milwaukee	
	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
A. Non-Public Schools September Memberships						
K-1-8	146,012	135,927			31,701	28,385
9-12	49,985	47,558			11,918	10,846
K-6			33,134	28,933		
7-9			15,820	14,322		
10-12			11,484	10,272		
Special			279	323		
Total K-12	195,997	183,485	60,717	53,850	43,619	39,231
B. Public Schools						
1.September Membership						
K-8	434,367	433,419	Not	Not	Not	Not
9-12	145,925	142,834	Used	Used	Used	Used
Total K-12	580,292	576,253	293,822	289,531	128,991	128,761
2.Average Daily Attendance						
a. September		Est.				
K-8 (F.&F. p.40)	388,153	387,300	Not	Not	Not	Not
9-12:Actual(p.41)	113,945	111,530	Used	Used	Used	Used
Weighted 1.25	28,486	27,880				
K-12 September	530,584	526,710				
b. Best Six Months						
K-12 WADA (F.&F. p.100)	518,563-	516,570	---	---	---	---
C. Schools Combined						
1. K-12 Membership	776,289	759,738	354,539	343,381	172,610	166,992
2. Best Six Months WADA						
a. Public Schools	518,563	516,570				
b. Est. for nonpublic	173,866	166,620				
c. Total WADA 6 Months	692,429	683,190	---	---	---	---

* Sources: Chicago, Detroit, and Milwaukee Public Schools.

TABLE 36

State Support to Chicago Public Schools, 1969-71*

Item	1969-70	1970-71
1. K-12 Weighted average daily attendance	518,562.57	516,570
2. Guaranteed per WADA pupil	$520	$520
3. "Guaranteed Foundation Level" Line 1 x Line 2)	$269,652,536	$268,616,400
4. Property tax base, local district in 000's	$ 11,442,669	$ 12,165,515
5. Required local tax rate	.0108	.0108
6. Local district share (Line 4 x Line 5)	$123,580,821	$131,387,562
7. State of Illinois' share:		
a. Equalization (Line 3 - Line 6)	$146,071,715	$137,228,838
b. Addition for "density", 7% of Line 3	$ 18,875,672	$ 18,803,148
c. Bonus 1969-70, 8%; 1970-71, 12% of Line 7	$ 11,685,737	$ 16,467,461
d. Total state support (Lines 7 + 8 + 9)	$176,633,124	$172,499,447
e. Total state support per student WADA	$ 340.62	$ 333.93
8. Guaranteed state and local support		
a. Total for Chicago	$300,213,945	$303,887,009
b. Per WADA	$ 578.94	$ 588.28

*Source: Chicago Public Schools

What would be the state's share of school operating expenditures if all of the elementary and secondary students in the nonpublic schools of Chicago had attended the Chicago public schools? The answer would indicate some measure of the economic value of the nonpublic schools to the School District of Chicago. A better measure would result if the enrollment data for all nonpublic schools were available. In calculating the effect of such transfer, an assumption was made that the average daily attendance would have been 94% of the nonpublic school enrollment. Available data gave the results as shown in Table 37 below, titled "Nonpublic School Pupil Count - Chicago."

TABLE 37

Nonpublic School Pupil Count - Chicago*

Chicago Nonpublic Schools	1969-70 Enrollment	1969-70 Weighted	1970-71 Enrollment	1970-71 Weighted
K-8	146,012	146,012.	135,927	135,927.
9-12	49,985	62,481.25	47,558	59,447.50
Total K-12	195,997	208,493.25	183,485	195,374.50
94% WADA		195,983.66		183,652.03

By adding the estimated weighted average daily attendance (WADA) of the nonpublic schools to that of the public schools in Chicago, the state support for the combined groups was calculated as follows in Table 38 titled "1969-71 Costs of Combined Enrollments in Chicago."

*Source: Data represent Catholic school enrollments as reported by Archdiocese of Chicago.

TABLE 38

Estimated Costs of Combined Public and Nonpublic School Enrollments in Chicago, 1969-71*

Item	1969-70	1970-71
1. K-12 Enrollment 576,253 public + 183,485 nonpublic	776,289	759,738
2. K-12 WADA: 516,570 + 183,652	714,546.23	700,222
3. Guaranteed Foundation Level - $520 x 700,222	$371,564,039.60	$364,115,440
4. Local Share - $12,165,515,000 SEV x .0108	$123,580,821.51	$131,387,562
5. State of Illinois' share:		
a. State's share (line 3 - line 4)	$247,983,218.09	$232,727,878
b. Add "Bonus" of 12% (to all districts) of line 5	$ 19,838,657.45	$ 27,927,345
c. Add "Density" allowance of 7% of "Guarantee" line 3	$ 26,009,482.77	$ 25,488,081
d. Total State General Support by Formula	$293,831,358.31	$286,143,304
e. Total State General Support per WADA		$384.59
6. Subtracting State Support to Chicago	$176,633,124.48	$172,499,447
7. Added Cost to Illinois by Combining Chicago Nonpublic with Public School Enrollments	$117,198,233.83	$113,643,857

In Chicago in 1970-71, if the nonpublic school students were combined with the public school students, the weighted average daily attendance would have increased from an estimated 516,570 to 700,222, an increase of 183,652 (nearly 36%) and the increase in state general support would have been from $172,499,447 to $286,143,304, an increase of $113,643,857, or about 66%. (Table 38)

In the Illinois formula for the "guaranteed foundation level", the deductible tax rate for local effort (local tax base x .0108) remains constant while the local tax base per student diminishes as the number of students in average daily attendance increases, thereby increasing state support. The state support for each student WADA under combined enrollments would have been $384.59, an increase of

*Source: Chicago Public Schools and Archdiocese of Chicago School Office

$50.66 over the public school enrollment in 1970-71.

It is not in the least probable that all of the Chicago nonpublic school students would transfer to the Chicago public schools in any one year. However, there is currently, from year to year, a decline of significant numbers of pupils in the Chicago nonpublic schools. Not all are transferring to Chicago public schools. Some are transferring to nonpublic schools or public schools outside the Chicago school district. The drop of 12,512 in September K-12 memberships from 1969 to 1970 is a decline of almost 6.4%. Therefore, in 1970-71 the approximate cost to the State of Illinois for the transfer of 6.4% of the nonpublic school students to public schools of Chicago would have been 6.4% x $113,643,857, or $7,273,207. Other percentages of transfers and their costs to the state would have been as follows:

TABLE 39

Financial Impact on the State of Illinois of Chicago Nonpublic School Transfers to the Public Schools in Chicago

Percent Transfer	Number of Students WADA*	Approx. Cost to State of Illinois, 1970-71
5%	9,183	$ 5,682,193
10%	18,365	$ 11,364,386
25%	45,913	$ 28,410,964
50%	91,826	$ 56,821,929
75%	137,739	$ 85,232,893
100%	183,652	$113,643,857

*Weighted Average Daily Attendance

If some of these students had enrolled in Illinois public schools other than in Chicago, the cost to the state would be related to the property valuations of the respective districts where they attended. If the state equalized valuation of the district per WADA pupil was greater than for Chicago ($23,550), the cost per pupil to the State would have been less than if the students had attended the public schools of Chicago. If the valuation per pupil in Illinois districts outside Chicago had been below the Chicago figure, the state's financial obligation would have been greater.

3. Michigan's Support to Detroit for Public Schools

In Michigan, the general or basic state school support formula guarantees a "gross allowance" for each K-12 pupil in membership on the fourth Friday of the school year. The local district's share is determined by multiplying the tax base and a "deductible millage" (tax rate) set by the Legislature. For the two school years 1969-70 and 1970-71, the data in Table 40, "State Support to Detroit Public Schools, 1969-71," are applicable:

TABLE 40

State Support to Detroit Public Schools, 1969-71*

Item	1969-70	1970-71
1. K-12 Membership	$ 298,822	$ 289,531
2. Gross Allowance	$ 408	$ 530.50
3. Guaranteed Level (Line 1 x Line 2)	$ 119,879,376	$ 153,596,195
4. Deductible Tax Rate	.009	.014
5. Total Tax Base (50% of St. Eq. Val.)	$5,206,525,840	$5,306,284,000
6. Tax Base per K-12 Pupil	$ 17,720	$ 18,327
7. Detroit's Share (Line 4 x Line 5)	$ 46,858,733	$ 74,287,976
8. Detroit's Share per Pupil	$ 159.48	$ 256.58
9. State's Share (Line 3 - Line 7)	$ 73,020,643	$ 79,308,219
10. State's Share per Pupil	$ 248.52	$ 273,92

*Source: Detroit Public Schools

If the nonpublic and public school enrollments had been combined, the state support formula would have produced the results in Table 41, (1970-71 Costs of Combined Enrollments in Detroit.)

TABLE 41

Estimated Costs of Combined Public and Nonpublic Enrollments in Detroit (1969-1971)

Item	1969-70	1970-71
1. K-12 Membership*	$ 354,539	$ 343,381
2. Gross Allowance	$ 408	$ 530.50
3. Guaranteed Level (Line 1 x Line 2)	$ 144,651,912	$ 182,163,621
4. Deductible Tax Rate	.009	.014
5. Total Tax Base (50% of St. Eq. Val.)	$5,206,525,840	$5,306,284,000
6. Tax Base per Pupil	$ 14,685	$ 15,453
7. Detroit's Share (Line 4 x Line 5)	$ 46,858,733	$ 74,287,976
8. Detroit's Share per Pupil	$ 132.17	$ 216.34
9. State's Share (Line 3 - Line 7)	$ 97,793,179	$ 107,875,645
10. State's Share per Pupil	$ 275.83	$ 314.16

From Tables 40 and 41, it is observed that, with the combining of pupils, the tax base per pupil declines from $17,720 to $14,685 in 1969-70 and from $18,327 to $15,453 in 1970-71. The effect would be that the share of the gross allowance per enrolled pupil borne by Detroit goes down from $159.48 to $132.17 and from $256.68 to $216.34, and the share borne by the State of Michigan goes up from $248.52 to $275.83 and from $273.92 to $314.16 in the two years respectively.

The two tables also show that, if the enrollments had been combined in 1969-70, the increased cost to the state would have been $24,417,309.93; and in 1970-71, $28,567,426. Detroit's total share of the foundation level of school support would remain the same in

*Source: Detroit Public Schools and Archdiocese of Detroit School Office

both years, but the share per pupil would decline.

The deline in Detroit's combined K-12 membership from 1969-70 to 1970-71 was 11,158 (6,867 in the nonpublic schools or about 11.3%, and 4,291 in the public schools), or almost 1.5%.

Since it is very unlikely that all of the Detroit nonpublic school students would transfer in any one year to the public schools of Detroit, the dollar impacts of transfers in several percentage levels are indicated as follows for 1970-71.

TABLE 42

Financial Impact on Michigan of
Detroit Nonpublic School Transfers
Into the Public Schools of Detroit

Percent Transfers	Number of Students	Approx. Cost to State of Michigan in 1970-71
5%	2,693	$ 1,428,371
10%	5,385	$ 2,856,742
25%	13,463	$ 7,141,855
50%	26,925	$14,283,713
75%	40,388	$21,425,568
100%	53,850	$28,567,426

As in Illinois, when Detroit nonpublic or public school students transfer to a Michigan public school, the cost to the state would be related to the property valuations of respective receiving school districts. If the state equalized valuation per pupil of the receiving district is greater than that of Detroit ($18,327), the cost to the state would be less; and if less, the cost to the state would be more.

4. Wisconsin's Support to Milwaukee for Public Schools

The Wisconsin plan for sharing general school support with the local school districts differs from the plans used in Illinois and Michigan. However, the principle of equalization of burden of support is upheld. Instead of an assured dollar level of support per pupil for general operating expenditures ($520 for Chicago in Illinois and $408 for Detroit in Michigan), the Wisconsin formula, by statute, placed $42,000 in taxable property value equivalent behind each K-12 student in 1969-70 and $43,500 in 1970-71. A district with an actual valuation of less than these stipulated levels received "equalization support". A district with an actual valuation of more than these amounts received "flat grant" support of $62 for each elementary student and $80 for each high school student in both years.

Since the valuation per pupil in Milwaukee was below $42,000, actually $34,852 in 1969-70 and below $43,500, actually $36,171 in 1970-71, the district qualified for equalization support both years. The local share of the Milwaukee operating budget was determined by dividing the actual local valuation by the guaranteed valuation. Thus, the state supplied 100% - $\frac{\$34,852}{\$42,000}$ or 17.02% in 1969-70; and 100% - $\frac{\$36,171}{\$43,500}$ or 16.85% in 1970-71.

In a manner similar to the calculations for Chicago and Detroit, the data for Milwaukee are shown in Tables 43 and 44.

TABLE 43

State Support to Milwaukee Public Schools, 1969-71*

Item	1969-70	1970-71
1. K-12 Membership (less ½ Kg.)	$ 128,648	$ 128,761
2. Total Tax Base (St. Eq. Val.)	$4,483,699,500	$4,657,456,000
3. Tax Base per Pupil	$ 34,852	$ 36,171
4. Guaranteed Tax Base per Pupil	$ 42,000	$ 43,500
5. Operating Costs, Milwaukee	$ 84,652,371	$ 94,104,275
6. Operating Costs per Pupil (Line 5 ÷ Line 1)	$ 658.01	$ 730.85
7. Local Share (Line 3 ÷ Line 4)	82.98%	83.15%
8. State Share (100% - Line 7)	17.02%	16.85%
9. Milwaukee Share of Total (Line 5 x Line 7)	$ 70,244,537	$ 78,247,705
10. Milwaukee's per Student Share	$ 546.02	$ 607.70
11. Wisconsin's Share of Total	$ 14,407,834	$ 15,856,570
12. Wisconsin's Share per Pupil	$ 111.99	$ 123.15

If the nonpublic and public schools were combined, the results for the two years 1969-71 appear in Table 44, "1969-71 Costs of Combined Enrollments in Milwaukee."

*Source: Milwaukee Public Schools

TABLE 44

Estimated Costs of Combined Public and Nonpublic School Enrollments in Milwaukee (1969-1971)

	Item	1969-70	1970-71
1.	K-12 Membership Combined (less ½ Kg.) *	172,267	167,992
2.	Total Tax Base (St. Eq. Val.)	$4,483,699,500	$4,657,456,000
3.	Tax Base per Pupil	$ 26,028	$ 27,724
4.	Guaranteed Tax Base per Pupil	$ 42,000	$ 43,500
5.	Operating Costs, Milwaukee, per Student	$ 658.01	$ 730.85
6.	Operating Costs per Pupil x Line 1	$ 113,353,409	$ 122,776,953
7.	Local Share: Line 3 / Line 4	61.97%	63.73%
8.	State Share 100% - Line 7	38.03%	36.27%
9.	Milwaukee's Share of Total (Line 5 x Line 7)	$ 70,245,108	$ 78,245,752
10.	Milwaukee's Share per Student	$ 407.77	$ 465.77
11.	Wisconsin's Share of Total	$ 43,108,301	$ 44,531,201
12.	Wisconsin's per Student Share	$ 250.24	$ 265.08

From Tables 43 and 44 it is observed that, with the combining of pupils, the tax base per pupil declines from $34,852 to $26,028 in 1969-70 and from $36,171 to $27,890 in 1970-71. The effect would be that the share of the total operating costs of Milwaukee schools borne by the State of Wisconsin would have grown from $14,407,833 or 17.02% to $43,108,301 or 38.03% in 1969-70, an increase of $28,700,468; and from $15,856,570 or 16.35% to $43,802,346 or 35.89% in 1970-71, an increase of $27,945,776. The changes in percent of sharing due to the nature of the Wisconsin formula are such that the state bears the entire cost of combining the nonpublic pupils with the public pupils at the same per-pupil operating cost or quality level.

*Sources: Milwaukee Public Schools and Archdiocesean School Office

Since there is no likelihood that all nonpublic school students would enroll at one time in the Milwaukee public schools, the cost in 1970-71 to the state for absorbing the following percentages of Milwaukee's nonpublic school students is shown in the table below.

TABLE 45

Financial Impact on the State of Wisconsin of Milwaukee Nonpublic School Transfers into the Public Schools of Milwaukee

Percent Transfer	Number of Students	Approx. Cost to State of Wisconsin, 1970-71
5%	1,961	$ 1,433,732
10%	3,923	$ 2,867,463
25%	9,808	$ 7,168,658
50%	19,615	$14,337,316
75%	29,423	$21,505,973
100%	39,231	$28,674,631

5. Summary of State Support Data

It is observed from Tables 46 and 47 that the operation of the respective state school support formulae in the three states variously affects the relative cost impacts of combining the nonpublic and public school pupils. In Illinois and Michigan, the basis for state-local sharing in operational support is a stipulated amount of money for each pupil in membership. From this, there is subtracted as the local district's share the product of a state-stipulated "deductible" tax rate and the local district's tax base per pupil. Illinois has additive adjustments for "density" and for increasing costs ("bonus"). Michigan has different formulae for districts above and below a state-stipulated tax base per membership pupil

TABLE 46

State Guaranteed Support Level - Chicago, Detroit, and Milwaukee, K-12, Combined Enrollment

Showing the levels of school support at current quality levels guaranteed by the States of Illinois, Michigan, and Wisconsin with special reference to Chicago, Detroit, and Milwaukee for the school years 1969-70 and 1970-71 if nonpublic and public school pupils had been combined. "Student Count" is the adjusted enrollment or attendance figure used in calculating state school support. Sources: Public School and Archdiocesan offices of Chicago, Detroit, and Milwaukee

Item	Chicago		Detroit		Milwaukee	
	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
1. "Student Count", K-12	(WADA)	(WADA)	(4th Fri.)	(4th Fri.)	(Mbrshp.)	(Mbrshp.)
a. Nonpublic	@ 195,984	@ 183,652	60,717	53,850	43,619	39,231
b. Public	518,563	516,570	293,822	289,531	128,648	128,761
c. Combined Count	714,547	700,222	354,539	343,381	172,267	167,992
2. Property Tax Base						
a. Total for District in 000's	$ 11,442,669	$ 12,165,515	$ 5,206,526	$ 5,306,284	$ 4,483,700	$ 4,657,456
b. Per Public Pupil	22,066	23,550	17,720	18,327	34,852	36,171
c. Combined per Pupil	$ 16,013	$ 17,373	$ 14,685	$ 15,453	$ 26,028	$ 27,724
3. Guaranteed Support Level					---	---
a. Dollars per Pupil	$ 520.00	$ 520.00	$ 408.00	$ 530.50	$ 42,000	$ 43,500
b. St. Eq. Val. per Pupil	---	---	---	---		
4. Total Guarantee						
a. Public Schools Now						
(1) Line 1b x Line 3a	$269,652,536	$268,616,400	$119,879,376	$153,596,196		
(2) Plus 7% Density	18,875,672	18,803,148				
(3) Bonus: % of	8%	12%				
(4) Line 4a(1) - Line B1b(1)	11,685,737	16,467,461				
(5) Total	$300,213,945	$303,887,009	$119,879,376	$153,596,196	Operating Costs	Operating Costs
(6) Per Pupil	$ 578.93	$ 588.28	$ 408.00	$ 530.50	$ 84,652,371	$ 94,104,275
					$ 658.01	$ 730.85
b. Combined Count (Pub. & Npub.)					---	---
(1) Line 1c x Line 3a	$371,564,444	$364,115,440	$144,651,912	$182,163,621	$113,353,409	$122,776,953
Line 1c x Line 4a(6)	---	---	---	---		
(2) Plus 7% Density	26,009,511	25,488,081				
(3) Bonus: % of	8%	12%				
(4) Line 4b(1) - Line B1c	18,838,690	27,927,345				
(5) Total	$416,412,645	$417,530,866	$144,651,912	$182,163,621	$113,353,409	$122,776,953
(6) Per Combined Pupil	$ 582.76	$ 596.28	$ 408.00	% 530.50	$ 658.01	$ 730.85

TABLE 47

Local-State Shares of Guaranteed Support Level, K-12, Combined Enrollment

Showing the application of the state formulae for school support to determine the relative amount of local and of state support to reach the guaranteed support levels if nonpublic and public school pupils were combined in 1969-70 and 1970-71*

Item	Chicago		Detroit		Milwaukee	
	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
1. Local District's Share						
a. Deductible Factors						
(1) Tax Rate	.0108	.0108	.009	.014	---	---
(2) Percent of Cost Now	---	---	---	---	82.98%	83.15%
Actual Val. ÷					$ 34,852	$ 36,171
Guaranteed Val.					$ 42,000	$ 43,500
(3) Percent Combined	---	---	---	---	61.97%	63.73%
Actual Val. ÷	---	---	---	---	$ 26,028	$ 27,724
Guaranteed Val.	---	---	---	---	$ 42,000	$ 43,500
b. Amount Now						
(1) Total						
Line A2a x Line B1a(1)	$123,580,821	$131,387,562	$ 46,858,734	$ 74,287,976	---	---
Line A4a(5) x Line B1a(2)					$ 70,244,537	$ 78,247,705
(2) Per Student Count						
Line A2b x Line B1a	$ 238.31	$ 254.34	$ 159.48	$ 256.58	$ 546.03	$ 607.70
c. Amount Combined						
(1) Total						
Line A4a(5) x Line B1a(3)	$123,580,821	$131,387,562	$ 46,858,734	$ 74,287,976	$ 70,244,040	$ 78,249,066
(2) Per Student Count	$ 172.94	$ 187.63	$ 132.17	$ 216.34	$ 407.75	$ 465.79
2. State's Share						
a. Now						
(1) Line A4a(5) - Line B1b(1)	$176,633,124	$134,228,838	$ 73,020,642	$ 79,308,219	$ 14,407,834	$ 15,856,570
(2) Per Student Count	$ 340.52	$ 333.93	$ 248.52	$ 273.92	$ 111.99	$ 123.15
b. Combined						
(1) Line A4b(5) - Line B1c(1)	$292,831,824	$286,143,304	$ 97,793,178	$107,875,645	$ 43,108,301	$ 44,531,201
(2) Per Student Count	$ 409.81	$ 408.65	$ 275.83	$ 314.16	$ 250.24	$ 265.08
c. INCREASED COST TO STATE	$116,198,700	$113,643,857	$ 24,772,536	$ 28,567,425	$ 28,700,467	$ 28,674,631

*Sources: Public School offices of Chicago, Detroit, and Milwaukee

with state support favoring the districts with lower valuations. Wisconsin, on the other hand, guarantees a state-stipulated tax base for each pupil in membership and agrees to share the total operating costs of the local district by a ratio of the state-stipulated tax base per pupil to the actual local tax base per pupil.

Thus, from Table 47, Part 2c, it can be seen that, if all non-public school pupils in the three cities of Chicago, Detroit, and Milwaukee had been joined with the public school pupils in these respective cities under the formulae of 1969-70 and 1970-71, the increased costs to the three states would have been as follows:

	1969-70	1970-71
Illinois	$116,198,700	$113,643,857
Michigan	24,772,536	28,567,425
Wisconsin	28,700,425	28,674,631

C. Local District Support for School Operations

Table 47, Part 1, defines that portion of the school revenues required under the state formula for full sharing in state support.

In Illinois, the local district, Chicago in this instance, was required in 1969-70 and 1970-71 to levy a tax rate of .0108 to share fully under the formula. The guarantee per student was $520 for both years. Since the tax base had increased, the same rate produced a larger amount in 1970-71 than in 1969-70, the increase being from $123,580,821 in 1969-70 to $131,387,562 in 1970-71. This total amount would not have changed if the nonpublic school pupils had been included. However, the required local revenue or effort per pupil (WADA) under the formula would

have decreased from $238.31 to $172.94 in 1969-70; and from $254.34 to $187.63 in 1970-71.

In Michigan, for Detroit, the effect would have been similar to that in Illinois. However, Michigan increased the amount per K-12 pupil from $408 in 1969-70 to $530.50 in 1970-71. At the same time, the deductible tax rate was increased from .009 to .014. This resulted in Detroit's share of support under the formula being increased from $46,858,734 in 1969-70 to $75,327,976 in 1970-71.

The total amount of Detroit's share would not have changed had the nonpublic and public school pupils been combined. However, the required local revenue per pupil would have decreased from $159.48 in 1969-70 to $132.17 in 1970-71.

In Wisconsin, the formula is quite different in that the state agrees to pay a share of the total operating cost of the local district. The local district's share, in this case Milwaukee, is determined by dividing the local tax base per pupil by the state guaranteed tax base per pupil. In 1969-70 it was $34,852 ÷ 42,000 or 82.98%, and in 1970-71 it was $36,171 ÷ 43,500 or 83.15%. The total local share in 1969-70 was $70,244,537 and in 1970-71, $78,247,705. If the nonpublic and public school pupils had been combined, the result would have been $26,028 ÷ 42,000 or 61.97% in 1969-70 and $27,724 - 43,500 or 63.73% in 1970-71. Although the total operating costs would have increased by the addition of the nonpublic school students, because of the change in percent of sharing, the total amount from the local property taxpayers would remain unchanged. However, the amount per pupil would have declined from $546.03 to $407.75 in 1969-70 and from $607.70 to $465.79 in 1970-71.

D. Extended Local Support

Each of the local districts operated its schools at a higher expenditure level than required to share fully under the state support formula. This was done by applying a larger tax rate to the local tax base than was required under the state formula. Table 48, titled "Extended Local Support", shows the comparative data for total local support in the three districts as provided in 1969-70 and 1970-71, and the impact of combining the nonpublic and public school pupils.

In Chicago, the total tax rate for operations in 1969-70 was .020503, producing a potential revenue of $234,609,000 or $452.42 per student count (weighted average daily attendance). With combined enrollments at the same quality level of operation, the total cost would have been $323,275,000, an increase of $88,669,000. This would have required a tax rate of .028251 or an increase of .007748. Similarly, in 1970-71, the tax rate was .02184, producing a potential revenue of $265,695,000 or $514.34 per pupil (WADA). With combined enrollments at the same quality level of operation, the total cost would have been $360,152,000, an increase of $94,457,000. This would have required a tax rate of .02960, or an increase of .0076.

In Detroit, the comparisons are shown similarly in Table 47. The total tax rate for operation in 1969-70 was .02076, producing a potential revenue of $108,087,000, or $367.86 per membership pupil. With combined enrollments at the same quality level of operation, the total cost would have been $130,421,000, an increase of $22,334,000. This would have required a tax rate of .02505, or an increase of .00429. Likewise, in 1970-71, the tax rate was .02076, producing a potential revenue of $130,646,000, or $380.47 per pupil. With combined enrollments at the same quality level of operation, the total cost would have been $130,646,000,

TABLE 48

Extended Local Support Level

Showing the operational cost impact (A) on the local taxpayers if all nonpublic and public school pupils had been combined in 1969-70 and 1970-71 in Chicago, Detroit, and Milwaukee and (B) the operational costs of the state and local units, combined.*

Item	Chicago		Detroit		Milwaukee	
	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
A. Local Support For Operation						
1. Public Schools Now						
a. Total Tax Rate	.020503	.02184	.02076	.02076	.01566	.01680
b. Total Levy in $000's Line A2a x Line C1a	$234,609	$265,695	$108,087	$110,158	$ 70,215	$ 78,245
c. Per "Pupil Count"	$452.42	$514.34	$367.86	$380.47	$407.59	$465.77
2. Combined Cost in $000's						
a. Line A1c x Line C1c	$323,275	$360,152	$130,421	$130,646	$ 70,244	$ 78,249
b. Increased Cost $000's	$ 88,669	$ 94,457	$ 22,354	$ 20,488	None	None
3. a. Tax Rate, Combined	.028251	.02960	.02505	.02462	.01566	.01680
b. Increase In Rate	.007748	.0076	.00429	.00386	None	None
B. Sum of Increased Operating Costs to State and Local Units Line B2c + Line C2b in $000's	$204,868	$208,101	$ 47,056	$ 59,055	$ 28,699	$ 28,680

*Sources: Public School offices of Chicago, Detroit, and Milwaukee

an increase of $20,488,000. This would have required a tax rate of .02462, or an increase of .00386.

The Milwaukee situation varies from those of Chicago and Detroit very significantly in that the combining of enrollments would have caused no change in costs to the local taxpayers. The local tax rate was .01566 for operations in 1969-70 for a potential return of $70,244,000, or $407.75 per pupil. In 1970-71, the tax rate was .0168, with a potential return of $78,245,000 or $465.77 per pupil. By combining the enrollments, the percentage of operating costs borne by the state is increased by the state support formula to offset local costs.

E. Summary of State and Local Support

In summation, the effects of combining the nonpublic school students with the public school students in each of the two years 1969-70 and 1970-71 in the three localities under study are shown in the following Table.

TABLE 49

Financial Effects of Combining Nonpublic Students With Public School Students in Chicago, Detroit, and Milwaukee (1969-1971)

City	Increase to State		Increase to Local District		Combined Increase to State and Local District	
	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
Chicago	$116,198,700	$113,643,857	$88,669,000	$94,457,000	$204,867,700	$208,100,857
Detroit	$ 24,772,536	$ 28,567,425	$22,334,000	$20,488,000	$ 47,106,536	$ 49,055,425
Milwaukee	$ 28,700,467	$ 28,674,631	None	None	$ 28,700,467	$ 28,674,631

The impact on the local tax rates by combining the enrollments has been described. Because of the relatively high number of nonpublic pupils, the effect in Chicago would be greatest of the three communities. Because of the nature of the state support formula in Wisconsin, there would be no effect on the operating tax rate in Milwaukee. The increase in the tax rate in Chicago in 1969-70 would have been .007748 and .0076 in 1970-71. In Detroit, the increase in 1969-70 would have been .00429 and .00386 in 1970-71. The declining rate of increase is explained by the declining total number of nonpublic school students to be merged in 1970-71.

F. Capital Outlay Financing

In estimating the new school housing needed to accommodate the nonpublic pupils under public school operations, reference is made to Chapter 2. In summary, it was estimated that, in order to absorb all nonpublic students into the public schools, the construction cost would be for Chicago, $464,000,000; for Detroit $174,500,000; and for Milwaukee $47,800,000. At recently prevailing interest rates for school construction bonds, it could be reasonably expected that the total cost of interest would equal the amount of principal over a bond retirement period of 25 years. This would mean that the annual amortized cost for housing the nonpublic students in new facilities would be for Chicago, $37,120,000; for Detroit, $13,960,000; and for Milwaukee, $3,824,000. Assuming that the present tax bases would remain constant (and they will not), it would be necessary to increase the tax rates for each of the next 25 years by .00305 in Chicago, by .00263 in Detroit, and by .00821 in Milwaukee.

The approximate costs of new school construction for varying percentages of transfers to the public schools in the three cities respectively

are indicated in the following three tables. It is assumed that unit construction costs for the various percentages of students would remain unchanged, that the retirement of bonds and interest would be over a period of 25 years, and that the interest would equal the principal in that period of time. Additionally, it is assumed that capital outlay costs would not vary for transfers into city schools or into suburban public schools.

TABLE 50

Capital Outlay Costs for Chicago Nonpublic School Students Transferring to Public Schools

Percent Transfers	Number of Students	Capital Investment in 000's	25-Year Interest in 000's	Annual Cost in 000's 25 Years
5%	9,183	$ 23,200	$ 23,200	$ 1,856
10%	18,365	$ 46,400	$ 46,400	$ 3,712
25%	45,913	$116,000	$116,000	$ 9,280
50%	91,826	$232,000	$232,000	$18,560
75%	137,739	$348,000	$348,000	$28,840
100%	183,652	$464,000	$464,000	$37,120

TABLE 51

Capital Outlay Costs for Detroit Nonpublic School Students Transferring to Public Schools

Percent Transfers	Number of Students	Capital Investment in 000's	25-Year Interest in 000's	Annual Cost in 000's 25 Years
5%	2,693	$ 8,725	$ 8,725	$ 698
10%	5,385	$ 17,450	$ 17,450	$ 1,396
25%	13,463	$ 43,625	$ 43,625	$ 3,490
50%	26,925	$ 87,250	$ 87,250	$ 6,980
75%	40,388	$130,875	$130,875	$10,470
100%	53,850	$174,500	$174,500	$13,960

TABLE 52

Capital Outlay Costs for Milwaukee Nonpublic School Students Transferring to Public Schools

Percent Transfer	Number of Students	Capital Investment in 000's	25-Year Interest in 000's	Annual Cost in 000's 25 Years
5%	1,961	$ 2,390	$ 2,390	$ 191.2
10%	3,923	$ 4,780	$ 4,780	$ 382.4
25%	9,808	$11,950	$11,950	$ 956
50%	19,615	$23,900	$23,900	$1,912
75%	29,423	$35,850	$35,850	$2,868
100%	39,231	$47,800	$47,800	$3,824

CHAPTER IV

THE FINANCIAL IMPLICATIONS OF CHANGING PATTERNS OF NONPUBLIC SCHOOL OPERATIONS IN PHILADELPHIA

Introduction - Chapter IV was written in response to a request from the President's Commission on School Finance to include Philadelphia among the cities included in the study. Data gathering for the fourth city did not begin until the manuscript for the other three cities of Detroit, Chicago, and Milwaukee had been written. Circumstances did not permit a complete revision of the original manuscript. Hence, Chapter IV has been organized and written so as to cover essentially the same ground as in Chapters I, II, and III. Comparisons are made frequently which illustrate how the Philadelphia "situation" compares with conditions which obtained in the three urban centers. Readers will note that there were, in fact, more than a few ways in which conditions differed in Philadelphia both as regards the public and nonpublic schools. In spite of these differences, however, the basic problems and needs confronting the public and nonpublic schools of these four major urban centers, their suburban counterparts, and the four states differ more in degree than in kind.

Chapter IV is organized into four sections which treat Racial Patterns, Enrollment Trends, Ability of Public Schools to Absorb Nonpublic Pupils, and Fiscal Impacts of Student Transfers from Nonpublic to Public Schools.

A. Racial Patterns in Philadelphia Public and Catholic Schools

Philadelphia Public Schools

Based upon available data concerning the status of racial composition of the schools from 1960 through 1971, Chart IV presents a comparison of the percentage of Black students in the public schools and the percentage of Blacks in the population (assuming a straight-line increase between 1960 and 1970).

As can be seen, the percentage of Black students has been rising steadily over the last ten years. Black enrollment is significantly higher than the percentage of Blacks in the population. In 1960, the Black population comprised 26 percent of the city's population and 47 percent of the school system's enrollments. In 1970, the Black population comprised 33 percent of the city's population and 61 percent of the public school enrollment. In addition, the total population of the City has increased 7 percent while school enrollment has risen 14 percent.

Table 53 provides enrollment data, by race, in actual numbers for the last 3 years for the public schools of Philadelphia.

TABLE 53

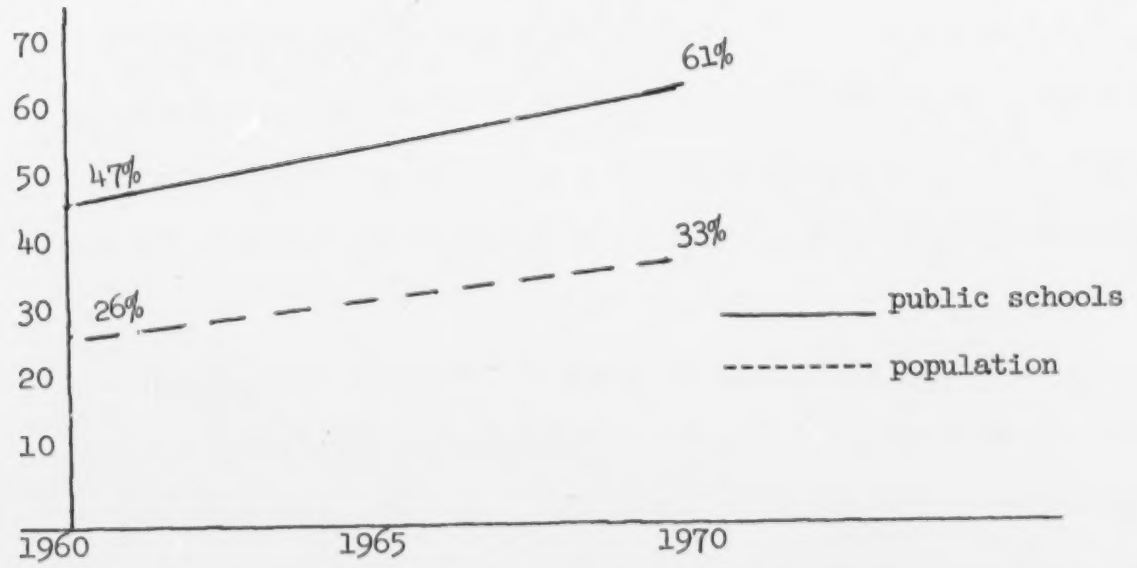
Racial Composition of the Philadelphia Public Schools*
(1968-1971)

Year	White and Other	Black	Total
1968-69	116,543 (41%)	166,442 (59%)	282,976 (100%)
1969-70	113,708 (40%)	169,489 (60%)	283,197 (100%)
1970-71	110,511 (39%)	169,336 (61%)	279,847 (100%)

*Source: Philadelphia Public Schools

CHART IV

Comparison of the Percentage of Blacks in Public Schools and in the Population*



* Sources: Philadelphia Public Schools and U.S. Bureau of the Census

Racial patterns in Philadelphia are changing more slowly than in Detroit, even though the ratio of Blacks to Whites in both school systems is similar. This may be due, in part, to the fact that Blacks comprise a smaller percentage of the city's population and that a larger percentage of the White students attend nonpublic schools. Of the 189,000 White students in Philadelphia Catholic and Public schools, 47 percent were in Catholic schools.

Racial Concentration

This analysis of racial concentration in Philadelphia focuses on public elementary schools. In addition, we have used the eight geographic regions of the city in order to break the enrollment into smaller clusters.

The pattern of movement for public elementary school students, by district, is as follows:

- Three districts maintained stable White enrollments, but declining Black enrollments. (In all three cases, these districts had Black enrollments in excess of 50 percent.)
- One district had a stable Black enrollment and declining White enrollment.
- One district had declining White enrollment, but increasing Black enrollment.
- One district maintained stable White enrollment but expanding Black enrollment.
- One district that was predominantly Black declined in enrollment.
- One district that was predominantly White expanded in enrollment.

From this breakdown, it can be seen that only one district exhibited a transitional pattern with expanding Black enrollments and declining White enrollment. In this respect, Philadelphia is also similar to Detroit.

In order to determine how racial compositions of individual elementary schools have changed during the past three years, we have grouped the schools in terms of the percentage of Black students attending them. (See Table 54)

TABLE 54

Philadelphia

Number of Public Elementary Schools by Racial Composition*

Year	Percent Black				
	0	.1-9.9	10-49.9	50-89.9	90+
1968-69	6	33	52	49	77
1969-70	5	40	44	47	82
1971-72	10	38	37	48	83

*Source: Data from Philadelphia Public Schools.

Although Philadelphia, like Detroit, had relatively few schools that had no Black students, the percent of schools with less than 50 percent Black students has declined slightly from 42 percent to 39 percent. This change is relatively small and does not denote any meaningful shift in the racial composition of the schools.

The absence of meaningful changes in the racial composition of public elementary schools can also be seen by reviewing the number of Black students attending schools that are 90 percent Black. In 1968, 1969, and 1970, the percentage of students attending schools in this category remained exactly the same -- 70 percent.

Catholic Schools

As was the case in the Chicago, Detroit, and Milwaukee studies, the percentage of Black students attending Catholic elementary schools in

Philadelphia was significantly lower than the percentage of Blacks attending public schools. It was, however, higher than the national average for Catholic elementary schools. Table 55 shows Black elementary school enrollments by race for the last three school years.

TABLE 55

Enrollment in Philadelphia Catholic Elementary Schools by Race*

Year	White and Other	Black	Total
1968-69	95,968 (89.1%)	11,735 (10.9%)	107,703
1969-70	91,280 (89.0%)	11,311 (11.0%)	102,591
1970-71	89,488 (88.6%)	11,502 (11.4%)	100,990

*Source: Archdiocese of Philadelphia School Office

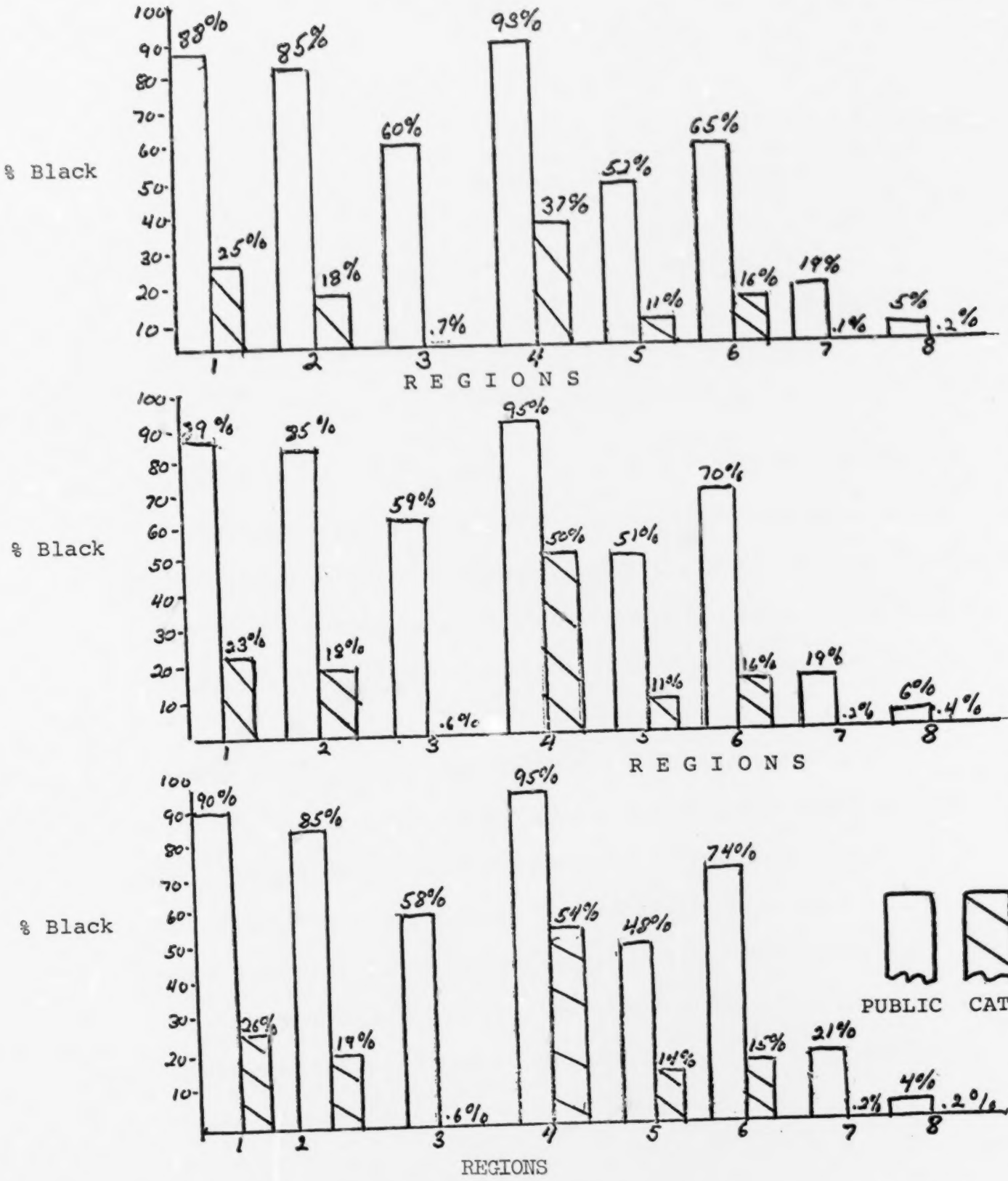
In Philadelphia Catholic elementary schools, the ratio of Black to White students has been rising slowly. The table indicates that White enrollment has been declining while Black enrollment has been holding steady. In general, these conditions paralled those found in Chicago and Detroit, although the rate of decline in White enrollment has been more moderate in Philadelphia than in the other two cities.

Chart V presents a comparison of Black and White Catholic elementary enrollments by Philadelphia public school regions and indicates that Philadelphia follows the same kind of pattern as did Chicago and Detroit. Thus, while the percentage of Black students is lower in every case, those districts with high Black enrollments in the public schools also have higher Black enrollments in the Catholic schools. In addition, a comparison of enrollments over the three school years shows that there has been little or no change in the relationship either in the public schools or in Catholic schools.

CHART V

Comparison of Black Elementary School Enrollment
Public and Catholic Schools - 1970-71*

Philadelphia



*Sources: Philadelphia Public Schools and the School Office of the Archdiocese of Philadelphia

Table 56 provides a comparison between changes in White enrollment in the Catholic elementary schools in these districts.

TABLE 56

Comparison of Changes in Philadelphia White Enrollments in Catholic and Public Elementary Schools from 1968-69 Through 1970-71*
(Percent)

	DISTRICTS							
	1	2	3	4	5	6	7	8
Public	-19	- 7	0	-32	+5	-26	+2	+2
Catholic	-15	-10	-7	-5	0	- 5	-5	-2
Reference: % Black in Pub. School Region	90	85	58	95	48	74	21	4

*Sources: Philadelphia Public Schools and the School Office of the Archdiocese of Philadelphia

The changes in White enrollment are far different from patterns which obtained in Chicago and Detroit. In those cities, White enrollment declined more rapidly in the Catholic schools than in the public schools. The pattern in Philadelphia has been mixed. In some public school districts, Catholic elementary school enrollment declined more rapidly than did enrollment in the public schools. The situation, however, was reversed in other districts. Also, in both Chicago and Detroit, the percentage decline in White enrollment in the transitional districts was much higher for the Catholic schools than for the public schools. However, the reverse was true in Philadelphia's Region 6, where the White public school enrollment declined by 26 percent while Catholic school enrollment dropped by only 5 percent.

This portion of Chapter IV has discussed briefly certain racial patterns which have characterized Philadelphia public and Catholic schools during recent years. The material which follows discusses other important enrollment trends which were identified as a result of this study of public and nonpublic schools in the City of Philadelphia.

B. Enrollment Trends for Philadelphia Nonpublic and Public Schools

Introduction

Enrollment trends relating to the nonpublic and public schools of Philadelphia were identified which were similar to those associated with Chicago, Detroit, and Milwaukee, although there were some important differences also. These similarities and differences will be described in the materials which follow.

1. Enrollment Trends for Nonpublic Schools in Philadelphia

a. Nonpublic School Enrollments Declined in Philadelphia, But the Rate of Decline Was Lower Than in the Other Three Urban Centers of Chicago, Detroit, and Milwaukee.

Table 57, which follows, indicates that, although the number of students enrolled in nonpublic schools declined by more than 20,000 students, according to data provided by the Attendance Department of the Philadelphia Public Schools, the rate of decline was much lower than were comparable declines experienced in Chicago, Detroit, and Milwaukee. But these data (as in the other cities) conceal the fact that declines resulted largely from Roman Catholic school influences.

Table 58 reports enrollments in all nonpublic schools in Philadelphia which are not associated with the Archdiocese of Philadelphia. These data indicate that enrollments actually rose slightly during the past six years in these schools, when considered as a group.

TABLE 57

Comparison of School Enrollments in 1965 and 1970 in the Nonpublic Schools of Philadelphia, Chicago, Detroit, and Milwaukee*

Year	Chicago	Detroit	Milwaukee	Philadelphia
1965-66	236,469**	82,452	57,867**	166,400
1970-71	183,485**	53,850	39,231**	144,500
Loss in Enrollments from 1965 to 1970	- 52,974	- 28,602	- 18,636	- 21,900

*Sources: Public Schools of Chicago, Detroit, Milwaukee, and Philadelphia

**Totals include Catholic and Lutheran schools only for comparative purposes. Detroit and Philadelphia totals include all nonpublic school students.

TABLE 58

Enrollment Data for Nonpublic Schools in Philadelphia, Excluding Roman Catholic Schools, for Period from 1961-62 through 1970-71*

Year	Boys	Girls	Total
1965	8750	6683	15,433
1966	8140	6560	14,700
1967	9036	7127	16,163
1968	8515	6694	15,209
1969	9076	6598	15,674
1970	9254	6902	16,156
1971	9586	7086	16,672

*Source: Philadelphia Public Schools Attendance Department. Data collected annually in school census under the heading of "private" school.

b. The Percentage of Students in Philadelphia Attending Nonpublic Schools is Considerably Higher Than in Chicago, Detroit, and Milwaukee.

Table 59 indicates that, not only have Philadelphia nonpublic schools enrolled a higher percentage of all school-age children than the other three urban centers studied, but also they have experienced a lower percentage of decline in enrollments during recent years. Thus, if all Philadelphia nonpublic school students were to enroll in the Philadelphia Public School System, the pressures upon existing public school facilities and state and local tax sources would be greater than upon any of the other three urban centers examined under comparable circumstances. (See also Table 60.)

c. Substantial Declines in Philadelphia Roman Catholic School Enrollments Were Experienced Since 1961-62, But Such Declines Were More Moderate Than in Chicago, Detroit, and Milwaukee.

Table 61 presents Roman Catholic enrollment data for the past decade. It is apparent that secondary school enrollments remained constant during the entire period. It is significant to note, however, that Catholic elementary schools enrolled 16,000 fewer pupils at the end of the decade. These central tendencies were similar to trends reported for the Catholic schools of Chicago, Detroit, and Milwaukee. Comparative figures on actual enrollment changes in Catholic schools for the four cities during the past six years show that Chicago schools declined by about 53,000 students. Corresponding declines for Detroit Catholic schools were about 28,500 students; for Milwaukee Catholic schools about 20,000 students; and for all Catholic schools of Philadelphia about 16,000 students.

TABLE 59

Percentages of Students Enrolled in Nonpublic Schools* of Chicago, Detroit, Milwaukee, and Philadelphia for 1965-66 through 1970-71**

Year	Chicago	Detroit	Milwaukee	Philadelphia
1965-66	29.4%	21.7%	31.9%	38.8%
1966-67	28.5%	20.6%	30.7%	39.1%
1967-68	27.6%	20.0%	28.4%	36.9%
1968-69	26.4%	19.9%	26.6%	38.6%
1969-70	25.0%	17.2%	24.7%	35.6%
1970-71	23.9%	15.7%	22.2%	35.3%

*Percentages reported for Chicago are slightly lower than they are in fact because only Catholic and Lutheran school data are included.

**Sources: Detroit Public Schools; Philadelphia Public Schools; Milwaukee Public Schools; Archdiocese of Chicago; Chicago Area Missouri Synod School Office.

TABLE 60

Comparison of Enrollments of Roman Catholic Schools, Other Nonpublic Schools, and Public Schools in Philadelphia - 1965-71*
(Last Three Figures Rounded)

	1965	1966	1967	1968	1969	1970	1971
Roman Catholic Schools	151,000	152,000	151,200	147,200	144,000	138,900	127,800
Other Nonpublic Schools	15,400	14,700	16,200	15,200	15,700	16,200	16,700
Total Nonpublic Schools	166,400	166,700	167,400	162,400	159,700	155,100	144,500
Public Schools	261,100	262,700	270,700	276,500	279,800	279,800	264,800
Total All Philadelphia Schools	427,500	429,500	438,000	439,000	439,500	434,900	409,200

*Source: Philadelphia Public Schools Attendance Department. Data gathered in annual school census.

TABLE 61

Enrollments of Roman Catholic Schools in Philadelphia from 1961-62 through 1970-71, by Grade Levels*

Year	Grades K-8	Grades 9-12	Totals**
1961-62	116,107	35,275	152,361
1962-63	116,508	34,528	151,616
1963-64	118,306	35,784	154,659
1964-65	118,101	35,652	154,300
1965-66	117,988	35,357	153,668
1966-67	116,583	35,939	152,829
1967-68	113,468	34,963	148,763
1968-69	109,052	35,021	144,423
1969-70	104,408	34,875	139,620
1970-71	101,310	34,881	136,527

*Source: Philadelphia Archdiocese School Office

**Totals include special education students.

d. Catholic School Closings in Philadelphia Do Not Accurately Reflect Catholic Enrollment Declines.

Table 62 indicates that only seven Catholic schools closed in Philadelphia since 1965 with combined enrollments of 940 students. However, during this same period of time, enrollments in all Catholic schools dropped by over 17,000 students. Table 62 shows that similar patterns obtained in Chicago, Detroit, and Milwaukee during those years.

Table 63 identifies the reasons cited by Philadelphia Diocesan authorities for closing of the seven Catholic elementary schools. In the main, they were the same as those which accounted for the closing of Catholic schools in the cities of Chicago, Detroit, and Milwaukee.

e. Philadelphia Public School Enrollment Increases Correspond Fairly Closely With Catholic School Enrollment Declines Since 1966.

Tables 64 and 65 present data for Philadelphia and the other three urban centers regarding enrollment declines in Catholic schools since 1965. These tables also indicate changes which have occurred in public school enrollments during these years in all four cities. Philadelphia is the only city among the four in which public school enrollments have risen by about the same number of children as were lost by the Catholic schools of that city. In the other three cities, Catholic school declines were not counterbalanced by corresponding increases in public school enrollments. Indeed, gains were either substantially lower than losses (as in Chicago and Milwaukee) or there was no gain at all in the public school system (as in Detroit, where enrollment dropped).

TABLE 62

Number of School Closings, Student Enrollments at Time of School Closings, and Enrollment Changes During the Years 1965 - 1970 in Roman Catholic Schools of Philadelphia, Chicago, Detroit, and Milwaukee

	Number of School Closings	Student Enrollments at Time of School Closings	Enrollment Changes in all Catholic Schools from 1965-1970**
Philadelphia	7	940	17,141
Chicago	35	7,471	53,524
Detroit	69	14,671	28,722
Milwaukee	21	4,861	19,938
TOTALS	132	27,943	119,325

*Sources: Archdiocesan School Offices of Philadelphia, Chicago, Detroit, and Milwaukee

**Not including declines in enrollments expected when September, 1971 enrollment data become available.

TABLE 63

Reasons for Closings of Seven Catholic Elementary Schools in Philadelphia - 1965 - 1970*

Schools	Year Closed	Enrollment When Closed	Reasons for Closings
School #1	1966	217	Sisters withdrew.
School #2	1966	78	Small enrollments
School #3	1968	95	Small enrollment; antiquated facilities
School #4	1968	54	Small enrollments
School #5	1968	181	School building burned.
School #6	1970	83	Small enrollments
School #7	1970	232	Sisters withdrew.
Totals of Schools	-	940	-

*Source: Archdiocese of Philadelphia School Office. These schools include all closed during the years from 1965 through 1971 in Philadelphia.

TABLE 64

Comparison of Annual Public School Enrollment Increases or Declines from 1966-1970 with the Declines Experienced in Catholic School Enrollments for the Previous Year in Philadelphia*

	Public School Increase or Decline from Previous Year	Catholic School Enrollment Decline from the Previous Year
1966-67	+3,900	-800
1967-68	+10,900	-4,100
1968-69	+3,700	-4,300
1969-70	-100	-4,800
1970-71	+700	-3,100
Total Gain or Loss from 1966-1970	+19,100	-17,100

*Source: School offices of the Philadelphia Public Schools and the Archdiocese of Philadelphia

TABLE 65

Comparison of Public School Enrollment Increases or Declines from 1966-1970 with Declines Experienced in Catholic Schools During the Same Period in Chicago, Detroit, Milwaukee, and Philadelphia*
(Figures Rounded)

City	Public School Increase or Decline from 1966-1970	Catholic School Enrollment Declines from 1966-1970
Chicago	+ 14,800	- 53,300
Detroit	- 7,100	- 28,600
Milwaukee	+ 9,400	- 19,800
Philadelphia	+ 19,100	- 17,100

*Sources: Chicago, Detroit, Milwaukee, and Philadelphia Public Schools and the Archdiocese School Offices of these four cities.

f. Philadelphia Catholic Schools Have Experienced a Decline in the Percentage of Religious Teachers and a Corresponding Increase in the Percentage of Lay Teachers Since 1961.

Table 66 presents data for the period from 1961-1970 regarding the percentage of religious and lay teachers with assignments in Philadelphia Catholic elementary schools. As was the case in the other three urban centers, there has been a sharp decline during recent years in the percentage of religious teachers in the Catholic schools of Philadelphia. However, Catholic elementary schools still were staffed in 1970-71 with more religious than lay teachers, which was not the case in Detroit schools. Indeed, the situations in 1970-71 were reversed in the two cities with 56% lay teachers in Detroit and 56% religious teachers in Philadelphia.

g. Catholic School Enrollments Declined in 7 out of 8 Public School Attendance Districts Within the City of Philadelphia During 1965-1970.

The annual school census taken in the Spring of each year records Catholic school enrollments in each of the eight public school regional Districts. Table 67 indicates that Catholic school enrollments declined in seven of eight Districts since 1965 and increased in only one (Region 8). This was explained by the fact that a considerable amount of new-home construction has been taking place in District 8, which is the Region enrolling the lowest percentage of Black students among the eight Districts.

2. Enrollment Trends for the Public Schools of Philadelphia During the 1960's

a. Philadelphia Public School Enrollments Increased Moderately by About the Same Number of Students As Left the Catholic Schools of the City.

TABLE 66

Comparison for Philadelphia Catholic Elementary Schools for 1961-62 through 1970-71 of the Percent of Religious Teachers with Lay Teachers*

Years	Percent of Religious Teachers	Percent of Lay Teachers
1961-62	75%	25%
1962-63	75%	25%
1963-64	73%	27%
1964-65	73%	27%
1965-66	68%	32%
1966-67	68%	32%
1967-68	66%	34%
1968-69	64%	36%
1969-70	61%	39%
1970-71	56%	44%

*Archdiocese School Office of Philadelphia

TABLE 67

Roman Catholic School Enrollments as Recorded by the Annual School Census for 1965-1970 of the Philadelphia Public Schools*
(By School Districts Within the System)

	1965	1966	1967	1968	1969	1970	Change 1965-1971
District 1	19,719	19,265	18,826	18,047	16,674	15,652	- 4,100
District 2	17,889	18,791	18,475	17,416	16,711	15,997	- 1,900
District 3	15,156	15,051	15,143	14,747	14,225	13,618	- 1,500
District 4	6,596	6,174	5,849	5,288	4,761	4,564	- 2,000
District 5	10,742	10,581	10,364	10,045	9,352	8,790	- 2,000
District 6	15,650	15,719	15,467	15,288	15,969	14,813	- 1,800
District 7	33,965	34,080	33,411	32,846	31,891	30,938	- 2,100
District 8	31,296	32,381	33,622	33,507	34,362	34,582	+ 3,300
Total	151,013	152,042	151,157	147,184	143,945	138,954	- 12,100

*Source: Philadelphia Public Schools Attendance Department

Table 68 records three kinds of enrollment data for the public schools of Philadelphia. Initial enrollments refer to statistics gathered early in the school year. Average daily attendance data is compiled on an annual basis. School census data is gathered in the Spring of each year. It appears that Census Data and Average Daily Attendance Data for the school year 1970-71 are not consistent with patterns which obtained during the past decade. It is possible that the 1970-71 figures understate the actual enrollments by 10,000 or more students in these two categories.

Table 68 does indicate that initial school enrollments rose since 1965 by about 20,000 students. We have already noted that this increase comes fairly close to an enrollment decline of about 17,000 students which was experienced by the Catholic schools during the same time span. These data suggest that there were not nearly as many Catholic families in Philadelphia as in the other three urban centers who withdrew their children from the Catholic schools and moved to the suburbs.

b. <u>From 1960 to 1970, There Were Sharp Increases in the Number of Black Students Enrolled in the Philadelphia Public Schools. During the Same Period of Time, Enrollments of White Students Declined Substantially But at a Much Lower Rate.</u>

Philadelphia is similar to Chicago, Detroit, and Milwaukie in that Black public school enrollments increased sharply during the past decade (by 62,000 students) as indicated by Table 69. During this same period of time, White student enrollments declined by about 20,000 students. The actual number cannot be

TABLE 68

Philadelphia Public School Enrollment Data
1961-62 - 1970-71*
(Figures Rounded)

Year	Initial Enrollments**	Average Daily Attendance**	School Census**
1961-62	249,600	228,200	
1962-63	257,600	236,500	
1963-64	265,900	239,900	
1964-65	270,900	249,200	261,100
1965-66	268,800	239,600	262,700
1966-67	272,700	244,900	270,700
1967-68	283,600	250,300	276,500
1968-69	287,300	250,400	279,800
1969-70	287,200	250,800	279,800
1970-71	287,900	232,800***	265,800

*Source: Philadelphia Public Schools Attendance Department

**Data for each category are collected at different times of the school year.

***Disproportionately low because of high absentee rate during three-day teachers' strike - October, 1970.

TABLE 69

Enrollments of Black Students, Other Minority Group Students, and All Other Students for 1960-1 and 1970-1 in the Philadelphia Public Schools*

	Black Students	Spanish Speaking Students	All Other Students	Total Number of Students
1960-1	111,600	Data Not Available	126,300	237,900
1970-1	174,200	8,900	104,700	287,800
Gain or Loss from 1960-1970	+62,600	——	-21,600	+49,900

*Source: Philadelphia Public School Office of Research and Evaluation

determined because no differentiation was made in 1960 between White's and other Minority Groups such as Indians, Orientals, Spanish Speaking Persons, etc. The net gain in the public schools of all students enrolled during the decade was about 50,000 students for the City of Philadelphia. This is a much greater gain overall than was experienced in the other three urban centers during the 1960's.

c. Birth Rate Declines Have Been Substantial for the City of Philadelphia During the 1960's.

Table 70 enables the reader to compare Philadelphia with Chicago, Detroit, and Milwaukee as regards the number of live births recorded in each city. The pattern of Philadelphia birth statistics is very similar to patterns recorded for Chicago and Milwaukee. The Detroit birth rate has declined at a much lower rate since 1961 (6% as compared with 20% or more for the other three cities).

It is evident that there will be fewer elementary school-age children to be educated in Philadelphia during the next decade due to changes in the birth rate. Such declines will not influence high school enrollments markedly until the 1980's.

d. From 1965 - 1970, There Have Been Varying Patterns of Growth and Decline Within the Eight Regional Districts Which Make Up the Philadelphia School District

Table 71 indicates that six of the eight regional districts have increased in enrollments from 1965 - 1970 while two enrolled fewer children over the same time span. Regions 6, 7, and 8 experienced the highest rate of increase. It is significant

TABLE 70

Live Births Reported in the Cities of Philadelphia, Chicago, Detroit, and Milwaukee for 1962 - 1970*

Year	Philadelphia	Chicago	Detroit	Milwaukee
1962	43,445	86,820	32,045	18,133
1963	42,952	83,720	31,404	17,270
1964	42,255	81,577	31,039	16,938
1965	39,762	76,431	30,716	15,666
1966	37,511	73,775	31,147	15,502
1967	36,112	71,105	30,371	14,592
1968	34,963	68,101	29,132	13,661
1969	33,863	67,589	30,085	13,658
1970	34,564	69,693	Not Available	14,089
% of Decline Since 1962	21%	20%	6%**	23%

*Sources: City Health Departments of Philadelphia, Detroit, and Milwaukee. Also, the 1970 Annual Report of the Chicago Public Schools.

**Percent of decline is for the period from 1962 through 1969.

TABLE 71

Public School Enrollments as Recorded by the Annual School Census for 1965-1970 of the Philadelphia Public Schools*
(By School Districts Within the System)

	1965	1966	1967	1968	1969	1970	Change 1965-1970
District 1	40,080	39,650	40,776	42,069	42,356	41,751	+ 1,671
District 2	32,310	31,282	31,956	32,029	31,358	31,376	- 934
District 3	20,785	21,350	21,836	21,545	20,640	19,792	- 993
District 4	43,664	43,846	44,120	44,550	44,819	44,468	+ 804
District 5	29,043	29,259	28,979	28,945	30,239	30,773	+ 1,730
District 6	34,900	36,021	37,608	38,817	40,354	40,131	+ 5,231
District 7	25,798	26,118	27,362	28,518	28,369	29,135	+ 3,337
District 8	34,474	35,222	38,062	40,069	41,712	42,346	+ 7,872
Total	261,054	262,748	270,699	276,542	279,847	279,772	+ 18,718

*Philadelphia Public Schools Attendance Department

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that Catholic school enrollments also increased in Region 8 from 1965 - 1970 while all the other seven Regions of the City of Philadelphia experienced declining Catholic school enrollments for 1965-1970.

Table 72 compares enrollment data for 1965 and 1970 of Philadelphia Catholic and Public Schools for all eight regional districts. During the five years for 1965 to 1970, public school enrollment increases (18,700) exceeded Catholic school enrollment declines (12,100) by 6,600 students. These data, if accurate, suggests that the Philadelphia School System experienced some growth from without the city.

e. Declines in White Public School Enrollments from 1965-1970 in Philadelphia Were Substantially Lower Than in Chicago and Detroit in Total Numbers and in Percentage of Total Enrollments.

Approximately 5,700 fewer White students were enrolled in the Philadelphia Public School System in 1970 than in 1965,(Table 73). Corresponding declines in Chicago were 26,000; in Detroit the decline was about 30,000 students; in Milwaukee there were 5,500 fewer White students enrolled in 1965 than in 1970. (It should be stated that the public schools of Milwaukee enroll less than half as many students as does the Philadelphia System. Chicago enrolls about twice as many students in its public schools as does Philadelphia. Detroit and Philadelphia, on the other hand, enroll comparable numbers in their respective public school systems.)

TABLE 72

Comparisons of Enrollment Data for 1965 and 1970 for Philadelphia Public Schools and Catholic Schools* (By School District Within the System)

	1965 Enrollment Data		1970 Enrollment Data		Gain or Loss for 1965 to 1970 (Numbers Rounded)		
	Public Schools	Catholic Schools	Public Schools	Catholic Schools	Public Schools	Catholic Schools	Combined Gains and/or Losses
District 1	40,080	19,719	41,751	15,652	+ 1,700	- 4,100	- 2,400
District 2	32,310	17,889	31,376	15,997	- 900	- 1,900	- 2,800
District 3	20,735	15,156	19,792	13,618	- 1,000	- 1,500	- 2,500
District 4	43,664	6,596	44,468	4,564	+ 800	- 2,000	- 1,200
District 5	29,043	10,742	30,773	8,790	+ 1,700	- 2,000	- 300
District 6	34,900	15,650	40,131	14,813	+ 5,200	- 1,800	+ 3,400
District 7	25,798	33,965	29,135	30,938	+ 3,300	- 2,100	+ 1,200
District 8	34,474	31,296	42,336	34,582	+ 7,900	+ 3,300	+ 11,200
Total	261,045	151,013	279,772	138,954	+ 18,700	- 12,100	- 6,600

*Source: Philadelphia Public Schools Attendance Department

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f. <u>The White Student Enrollment Decline in Philadelphia Public and Nonpublic Schools from 1965-1970 was Substantial But Below Declines Experienced in Chicago, Detroit, and Milwaukee During the Same Period of Time.</u>

If declines in White enrollments in the Philadelphia Public Schools of about 5,000 from 1965-1970 are coupled with Catholic school enrollment declines of about 17,000 students, and assuming that most of these 17,000 Catholic students were White, it appears that at least 22,000 fewer White students were enrolled in Philadelphia public and nonpublic schools in 1970 than in 1965, (Table 73). Although this is a very significant change in the racial status of the schools of Philadelphia, it should be pointed out that much higher rates of decline in White student enrollments were experienced in Chicago (79,500), Detroit (59,300), and Milwaukee (24,600). (The population base of Milwaukee, of course, is much below that of Philadelphia.)

That there has been an exodus of White students from the public and nonpublic schools of Philadelphia is indicated by the above figures. The conclusion is supported by opinions expressed by Philadelphia school leaders generally. It is worthy of note, however, that the numbers of White students involved in Philadelphia have been substantially fewer than in the other urban centers included in the study. One explanation which was advanced is that there has been more vacant land to be built upon in Philadelphia than in Chicago, Detroit, or Milwaukee. It is true, also, that a considerable amount of new home construction has been going on in the City of Philadelphia and especially in Region 8.

TABLE 73

Enrollment Declines in Catholic School Enrollments and Estimated Declines in White Public School Enrollments (1965-1970) in Chicago, Detroit, Milwaukee, and Philadelphia*

	Declines in Catholic School Enrollments 1965-1970	Estimated Declines in White Enrollments in Public Schools During 1965-1970	Estimated Total Declines of White Enrollments from Catholic and Public Schools During 1965-1970
Chicago	53,524 (actual)	26,000 (est)	79,500 (est)
Detroit	29,104 (actual)	30,240 (actual)	59,344 (actual)
Milwaukee	19,148 (actual)	5,500 (est)	24,648 (est)
Philadelphia	17,141 (actual)	5,700 (est)	22,800 (est)

*Sources: The Public Schools of Chicago, Detroit, Milwaukee, and Philadelphia and the Archdiocese School offices of these four cities.

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3. Enrollment Trends for Public School Suburban Systems in the SMS Areas of Chicago, Detroit, Milwaukee, and Philadelphia.

a. Comparing Public School City and Suburban Enrollments for 1965-1969 in Four Urban Areas.

Table 74 indicates that the suburban school districts surrounding Chicago, Detroit, Milwaukee, and Philadelphia, have all increased in enrollment substantially while public school increases during the same four year period were minimal. One notes also from Table 74 that public school enrollments in the cities of Milwaukee and Chicago are the same or only slightly smaller than the collective total of the suburban school districts. In Philadelphia and Detroit, however, the city public schools enroll only about one-half as many students as do all suburban school systems surrounding them combined.

b. Contrasting Public School Enrollment Increases and Declines in Chicago, Detroit, Milwaukee, and Philadelphia City and Suburban School Systems with Estimated Declines in White Student Enrollments from City and Catholic Schools from 1965-1970.

Table 75 makes it possible to compare changes in suburban public schools growth patterns with declines in White student enrollments in city schools for the same time span. In the Chicago Area, the suburban growth was closely paralleled by decline in White enrollments from city public and Catholic schools. In the cases of the Detroit and Milwaukee Areas, White student declines in the city schools made up only about 2/3 of the gains in enrollments of suburban school systems, suggesting that more students moving into those suburban school districts may have come from other urban or rural locations than was the case in Chicago.

TABLE 74

Enrollment Data for Public Schools in the City School Systems of Four Urban Centers and in the Suburban* Area Public School Systems for Each, Exclusive of the City School Systems - 1965-1970**

City	1965-66		1966-67		1967-68		1968-69		1969-70	
	Suburban	City	Suburban	City	Suburban	City	Suburban	City	Suburban	City
Chicago	473,111		503,230		527,780		558,182		579,895	
		561,448		570,597		578,495		583,098		580,292
Detroit	604,362		641,098		664,124		681,766		699,345	
		296,645		300,125		296,089		294,126		293,924
Milwaukee	130,520		141,500		149,687		158,916		164,915	
		123,023		126,866		128,711		128,698		130,046
Philadelphia	473,164		533,963		562,073		579,116		600,328	
		268,800		272,700		283,600		287,300		287,200

*The suburbs as defined for this table include all public schools located within counties which make up the four SMS Areas surrounding Chicago, Detroit, Milwaukee, and Philadelphia.

**Sources: Public school offices and Catholic school offices of Chicago, Detroit, Milwaukee, and Philadelphia.

TABLE 75

Contrasting Public School Enrollment Increases and Declines in Chicago, Detroit, Milwaukee, and Philadelphia City and Suburban Systems with Estimated Declines in White Student Enrollments from City and Catholic Schools for the Period From 1965 - 1970.*
(Figures Rounded)

City	1965-66		1970-71		Increase or Decline in Enrollments from 1965-66 to 1970-71		Estimated Declines of White Student Enrollment in the Four Cities from Catholic and Public Schools, 1965-1970
	Suburban	City	Suburban	City	Suburban	City	
Chicago	473,100		555,400		+82,300		79,500
		561,400		576,200		+14,800	
Detroit	604,300		701,500		+97,100		59,300
		296,600		289,500		- 7,100	
Milwaukee	130,500		168,900		+38,400		24,600
		123,000		132,900		+ 9,900	
Philadelphia	473,100		595,100		+122,000		22,000
		268,800		287,900		+19,100	

*Sources:
1. Public and Catholic School offices in Chicago, Detroit, Milwaukee, and Philadelphia.
2. Department of Education Offices for the States of Illinois, Wisconsin, Pennsylvania, Michigan, and New Jersey
3. Intermediate School District offices of Wayne, Macomb, and Oakland Counties in Michigan

Philadelphia exhibits a pattern much different from the other three urban areas. The suburban school districts of Philadelphia experienced the greatest increase in student enrollments (122,000) even though Philadelphia public and Catholic schools experienced the lowest decline in White student enrollment during the five years from 1965 to 1970. For the most part, this suburban increase was experienced by the four counties of the Philadelphia S.M.S.A. in Pennsylvania rather than from those counties of the Philadelphia S.M.S.A., which are in New Jersey.

4. Educational Trends Affecting Nonpublic School Enrollments

Chapter III (Part IV) discuses educational trends which influenced nonpublic school enrollments in Chicago, Detroit, and Milwaukee. In almost every instance, these trends were also identified by the study team as affecting nonpublic education in Philadelphia. For example, school leaders have indicated that many former nonpublic school supporters have moved to the suburbs and have enrolled their children in suburban public schools.

Sharply rising educational costs have necessitated substantial increases in high school tuition costs in the Philadelphia Archdiocese system. Tuition changes were $130.00 in 1970-71; they are $300.00 for the current (1971-72) school year. Many parish-supported Catholic elementary schools established tuition changes for the first time beginning in September, 1971. Such changes are likely to contribute to a continuation of the trend of declining Catholic elementary school enrollments in Philadelphia. A recent announcement

by the Philadelphia Archdiocese School Office reported that 1971-72 elementary school enrollments in Philadelphia declined by 5,568 pupils from the previous year. Apparently these pupils have not transferred in large numbers to suburban Catholic elementary schools as enrollments in such schools, considered collectively, declined by 6,105 pupils. It is significant, also, to note that suburban Catholic high school enrollments declined by 2,019 students which is more than three times the enrollment decline of city Catholic high schools (641 students). Total Catholic high school enrollments in the City of Philadelphia are 34,379 students currently; suburban Catholic high schools enrolled 24,785 when schools opened in September, 1971.

Catholic high schools in Philadelphia have been organized into an Archdiocesan system with uniform tuition rates obtaining in all school attendance areas. That this approach to educational administration and finance continues to function effectively is supported by the very moderate enrollment declines that have been taking place. It is apparent, also, that parents value Catholic secondary education highly as tuition increases which more than doubled did not lead to wholesale defection from Catholic high schools in the City of Philadelphia.

Efforts to provide financial support for nonpublic schools in Pennsylvania have been declared unconstitutional by the U.S. Supreme Court. A new approach to providing assistance has been approved by the State of Pennsylvania and is almost certain to be tested in the Courts. A more complete discussion of the legislative status of

state aid legislation is found in Appendix C. Supporters of existing legislation are hopeful, but not optimistic, about prospects of surmounting the legal hurdles ahead. There are some observers who do not believe that the amounts of aid to families with children in nonpublic schools can reverse enrollment trends in the long run. They believe that ...er and more dependable subsidies of one kind or another will be needed to offset inflationary trends in school operating costs brought on by teacher unionization, higher salaries and staff benefits, lower class size, enriched curricula, and more lay teachers needed to replace fewer religious educators.

Collaborative efforts between the public schools and the Catholic schools have been under way for some time to organize varied shared time programs, dual enrollments, and the like in efforts to provide a more satisfactory educational program for students attending nonpublic high schools. Such efforts have not affected very many students from the City Catholic schools. The usual problems of transportation, schedule coordination, and overextended classrooms and laboratories in City public high schools, and the like have contributed to reducing the efficacy of this approach to bringing about program improvement and fiscal relief.

C. The Ability of the Philadelphia School System to Absorb Nonpublic School Students

The Problem

In Chapter II, it was indicated that public school facilities in Chicago, Detroit, and Milwaukee could not absorb significant numbers of pupils attending nonpublic schools in those cities. Now, we wish to raise a comparable question for Philadelphia: Could the public school system of Philadelphia absorb the pupils now attending nonpublic schools in that city if all of the nonpublic schools were to be closed, without securing additional facilities? Again, since the Roman Catholic schools enroll by far the largest part of the nonpublic school pupils, and since the Roman Catholic schools seem to be experiencing the greatest enrollment declines, a parallel question is: Could Philadelphia's public school facilities absorb only the Roman Catholic pupils?

The answer to both questions is a definite "NO". If all of the nonpublic schools in Philadelphia were to be closed within the next school year, an apparently impossible addition would be made to the already major financial burdens which are pressing upon the public schools. Plans are now being made to close the Philadelphia public schools early, possibly late in April or early in May of 1972, simply because funds are not sufficient to operate the schools beyond that date.* If, on the other hand, the nonpublic schools were to be phased out over the next five or ten years, the results would be much the same, for the public schools could not absorb even one-tenth of the nonpublic school pupils without resorting to "space stretching" in order to house all the pupils. "Space stretching" is a term which the School District of Philadelphia used to refer to leasing additional space, transporting pupils from overloaded to underutilized

*Source: Philadelphia Public Schools. This was the situation in early September, 1971.

buildings, staggered shifts, dual sessions, and all the other artifices used to accommodate more pupils than existing school facilities were designed to house.

Adding nonpublic students to public school enrollments would create additional financial burdens upon the Philadelphia school system unless there would be a major change in the methods of providing operating revenues and a substantial increase in the amounts provided. It has been estimated that adding 1,000 elementary pupils would increase the operating budget in Philadelphia by about $675,000, assuming that an additional school facility is provided for them. Adding 1,000 middle or intermediate school pupils would increase the operating budget by $770,000, while adding 1,000 high school pupils would increase it by $950,000.

It is the purpose of this chapter to estimate the ability of the Philadelphia Public Schools to absorb nonpublic school pupils within existing buildings, to review current capital programs for needed new construction, replacement, and rehabilitation of school facilities, and to project the impact of the possible transfer of nonpublic school pupils into public school facilities.

Capacity Determination - Elementary Schools

While the determination of the true capacity of any school building is a complicated affair, it is possible to use "rule-of-thumb" means for approximating the capacity and thus to simplify the process somewhat. In the case of an elementary school, it is usually the practice to multiply the number of classrooms or teaching stations (or their equivalents) by the class size considered acceptable; the product is the approximate capacity of the building.

In some determinations of elementary school capacity only the actual classrooms in the building are counted as teaching stations. In others the special rooms for art, music, auditorium and physical education are also counted as teaching stations, particularly where a platoon system is in use. As a result, it is usually rather difficult to make accurate comparison between the stated capacities of elementary schools in the various cities, but we can make accurate comparisons within a given city, provided capacities have been determined consistently.

Educational leaders generally agree that the elementary school classroom, or its equivalent, should provide adequate space for a group of no more than 30 pupils. It is also considered acceptable practice in an elementary school to count only those classrooms in which pupils spend the major part of their school day, except in schools which are organized on some variation of the platoon system, in which case art, music, physical education, and other spaces may be counted. Usually, however, in a school where each class group has its own homeroom, or the equivalent, in which it spends the major portion of each school day, only these class spaces are counted as teaching stations.

An elementary school having 30 classrooms, with an average class size of 30, would thus have a capacity of 900 pupils in grades 1 through 6, in grades 1 through 5, or in grades 1 through 4. In addition, the kindergartens are generally organized on a two-session basis, with a maximum of 25 pupils per session, or 50 pupils per room per day. Thus, three or four kindergarten rooms, with a total capacity of either 150 or 200 pupils, would be included in the building, making the total capacity of the 30 classrooms and three or four kindergartens equal to 1,050 or 1,100 pupils.

Capacity Determination - Secondary Schools

Determination of the capacity of a secondary school building, whether a middle school, junior high school, or a senior high school, is more complicated than the determination of the capacity of an elementary school. In the case of an elementary school, it was assumed that the regular classrooms (or classrooms plus other teaching spaces, if it were a platoon school) were in use 100 percent of the time. In the case of a secondary school, however, it is almost impossible to offer a program of electives and to attain a utilization ratio of 100 percent. While some secondary schools, through EDP scheduling and other devices, achieve utilization ratios of more than 90 percent, certain sacrifices must be made.

It is generally considered that a utilization ratio of 83 percent is the best that can be achieved and still maintain some flexibility of program and an adequate number of electives. In short, a secondary school of 100 teaching stations, with an average class size of 30 and a 83 percent utilization, would have a capacity of 2,500. Many large city school systems maintain an eight-period day in the secondary schools, and attempt to use each classroom, or other teaching stations, seven periods in eight, with an average utilization ratio of 7/8 or about 88 percent.

School Facility Needs Studies in Philadelphia

During the past two decades almost every large city has conducted a series of studies of its school facilities needs. Detroit established its Citizens' Advisory Committee on School Needs in 1957 and the reports made by it in 1958 and 1959 provided the foundation for the present facilities construction program. Chicago has authorized a series of facilities

studies made over the years. Milwaukee has had an ongoing series of school construction programs for more than 50 years. Philadelphia, on the other hand, while it spent $124.8 million on capital improvements from 1946 through 1965, did not institute an overall study of its schools until 1963, and of its school building requirements until 1964.

The study of the Philadelphia Public Schools, begun in June, 1963 and completed in December, 1964, was directed by Dr. William R. Odell of Stanford University. The result was an Educational Survey Report for the Philadelphia Board of Public Education, published February 1, 1965. During the course of the educational program survey, it was realized that a survey of the existing school facilities was also needed. Harry B. Saunders, then the Board of Education's building consultant and now Associate Superintendent of Schools, Los Angeles City Unified School District, was employed to write the report and to set up a 10-year capital program.

The School Facilities Survey was published March 31, 1965. It proposed a 10-year capital program to overcome the accumulated space needs of Philadelphia's schools at an estimated cost of $389,476,450. In addition to providing the necessary new classrooms, the program sought to eliminate schools without libraries, schools without fireproofing, decrepit schools, and overcrowded schools.

Between 1965 and 1971, the School District of Philadelphia actually spent $381,163,000 for capital improvements but found that, in spite of the impressive efforts of the past six years, the remaining capital program proposed for 1972 through 1977 would have an estimated price tag of $339,244,000. But this is not all. School planners now estimate that an additional $60,000,000 would be required in 1978 and annual expenditures of $40,000,000 for 1979 and 1980 would be needed in order to complete the

capital program that is now envisioned. Thus, $480,000,000 should be provided for the complete capital outlay program in the next nine years bringing the total cost of all phases of the school buildings effort up to $880,400,000. Assuming that inflation will continue, it is evident that the completed capital program would probably cost nearly one billion dollars, plus interest on the bonded indebtedness.

Philadelphia Public Schools Standards and Needs

Much careful work has been done by the Planning Staff of the Philadelphia Public Schools in order to keep the Saunders Study current. Capacity data and enrollment projections have been carefully updated annually to include the changes in all of those factors which affect them in important ways.

Another factor which has influenced the school building program in Philadelphia is the complete change in the organizational pattern of the Philadelphia Public Schools which is in the process of inplementation. In the past the organizational pattern has been varied with some schools organized on K-6-3-3 and K-6-2-4 patterns while others provided for K-8 elementary schools, K-7 elementary schools, five-year (8-12) high schools, and so on. The current official policy of the Philadelphia Public School System is to move toward a 7-4-4 plan of organization which includes K-4 elementary schools, four-year middle or intermediate schools for grades 5-8, and four-year high schools for grades 9-12. Two levels of preschool are to be provided for in the elementary school, making seven years at the elementary level.

Estimates of building requirements have been based upon both the present organizational pattern and the K-4, 5-8, 9-12 organizational pattern. The schools will continue to have varying grade organizations through the next decade because until sufficient middle-school and high-school space is built, K-6 and K-8 elementary organizations must be retained in some areas of the city to use the existing capacity as fully as possible. The achievement of a complete city-wide 7-4-4 grade organization will not become a reality for many years.

1. Elementary Schools

The capacities of all Philadelphia's elementary schools have been determined on a school-by-school basis in the determination of total needs for the capital program. Standard-sized elementary classrooms were assumed to have a capacity for 30 pupils; kindergarten rooms, 25 per session or 50 pupils per day; pre-kindergarten, 20 per session or 40 pupils per day; and special classes, 18 pupils per room. In addition, space has been reserved in each school for various required facilities: general office, library or instructional materials center, health suite, diagnostic and testing rooms, teacher areas, and so on. In schools where such rooms were not specifically designed into the building, equivalent areas of classroom space have been reserved for these purposes in order to create an equitable distribution of space throughout all the elementary schools.

In 1970 the Philadelphia Public Schools needed 4,147 classrooms for Grades K-4, while 4,721 elementary classrooms were available. This apparent excess of elementary capacity was actually utilized, however, in housing K-6, K-7, and K-8 programs in many elementary schools. The total kindergarten enrollment was 24,023 and the enrollment in grades 1 through

6 was 141,652, making a total of 165,675 in grades K-6. Thus, there was actually an operational deficit in capacity for K-6. If only grades K-4 were to be housed, 4,480 elementary classrooms would be needed in 1975, while 5,124 would be available then; 4,735 classrooms would be needed in 1980, and 5,259 are expected to be available. Since the transition to the K-4 organization from the K-6 plan cannot be completed until after 1980, these figures are deceptive in that they provide an illusion of excess capacity in the elementary schools for the 1970's which is almost certain to be nonexistent.

It is evident Philadelphia elementary schools could not absorb more than a few nonpublic school pupils in the next decade. If only 10 percent of the 77,000 pupils in the Roman Catholic schools transferred to the public schools, these additional 7,700 pupils would create a severe problem. It would be utterly impossible for the public schools to absorb the entire Roman Catholic enrollment in grades 1 through 6 in 1971-1972, or at any other time during the next decade without additional classroom space.

2. Middle Schools and High Schools

Philadelphia secondary school building capacities were determined in two ways by school authorities. One approach estimates the capacity of a secondary school by multiplying the school's dining capacity by three. The second approach suggests multiplying the number of teaching stations by 30 and taking 85% of this amount. The capacity figure used for a particular school is the one which is the smallest following application of both methods.

Methods of estimating school building capacities for secondary schools used by Philadelphia planners are in keeping with approaches suggested by the study team. Academic classrooms are assigned a load

factor of 30, labs and shops are assigned 25 students, physical education stations are assigned 50 students, and band and orchestra stations are assigned 75 students. It is evident that methods of determining building capacities for the Philadelphia Public Schools are conservative and do not tend to overestimate capacity.

The capacity of existing junior high schools in Philadelphia in 1970 was 42,900 pupils but total enrollments in grades 5 through 8 included 87,400 students. Many of these students were accommodated in those elementary schools which continued as K-6, K-7, or K-8 schools. Many students were accommodated also through "space stretching", including staggered shifts, dual-school schedules, use of classrooms at more than rated capacity, and so on. By 1975 the middle school capacity for grade 5 through 8 is expected to be increased to 69,700 if planned capital programs can be completed. However, the 5 through 8 grade enrollment in 1975 will approximate 95,000 students so there will still be a substantial "facility gap". By 1980 the capacity for grades 5 - 8 should be 84,000, with enrollments estimated at 99,000. Ten years from now the "facility gap" will have been narrowed to 15,000 in the middle schools if building plans are inplemented.

The capacity of existing high schools in Philadelphia in 1970 was 51,800, while the enrollment in grades 9 through 12 was 83,500. By 1975 the capacity should be expanded to 73,900, while enrollments for these grades are expected to have risen to 92,300. In 1980, it is estimated that enrollments will be 97,200 in grades 9 through 12, while the projected capital program should bring high school student capacity to 90,300.

It is evident from the above analysis that public secondary schools in Philadelphia will continue to be overcrowded for all of the next decade without taking into account transfer students from nonpublic schools.

Indeed, it would be possible to house nonpublic school pupils only if the public schools could lease additional facilities. The Roman Catholic enrollment alone, which amounted to 58,900 in grades 7 through 12 in 1970-1971, would increase the secondary school "facility gap" from 78,200 (1970-1971) to approximately 137,000 pupils.

3. Philadelphia's Construction Program

A complete, ten-year construction program for the Philadelphia Public Schools was proposed in the Saunders study, published in 1965. This program, somewhat revised, was adopted in 1966 and work was begun to implement it. By 1968, after it had become evident that an even more ambitious program would be required, a new six-year capital program was adopted for the period July 1, 1968, through June 30, 1974. Much progress was made under this program, but it, too, was viewed as inadequate and a new capital program was proposed in 1971 to cover the period from July 1, 1972, through June 30, 1977. Even this expanded program would not completely satisfy Philadelphia's school building needs, but it would provide the major portion of the needed new construction, replacement, and rehabilitation if it can be brought to fruition. When completed, this series of capital programs will have expended almost one billion dollars in bringing the physical facilities of the Philadelphia Public Schools up to the standards which were set for them in the Saunders report and in subsequent revisions of that publication.

The basic goals of the school facilities, or capital, program of the Philadelphia Public Schools are concerned with a series of learning goals, community goals, and enabling goals. These goals, which are also the basic goals of the whole system, were defined in a school publication as follows:*

* Source: Philadelphia Public Schools.

"LEARNING GOALS: These goals are an expression of the basic reasons for schools.

To develop in each student, by relevant, interesting and diversified instruction, a command of the basic skills and the ability to think clearly, communicate effectively and learn easily.

To help each student to be creative and to make cultural and recreational activities a part of his life.

To give each student a clear and honest understanding of the United States, including contemporary urban problems, historical interpretation and international relations."

"COMMUNITY GOALS: These are goals shared with other groups and institutions in society.

To provide each student with an awareness of career alternatives and with the skills, motivation and assistance to choose his own future.

To make our schools as freely integrated and diversified as possible and to develop greater harmony among differing ethnic groups.

To develop more direct and effective systems of communication and involvement with the community and with government agencies at all levels.

To improve adult educational opportunities.

To improve mental and physical health so that each student respects himself and others and so that he can cope with his environment constructively."

"ENABLING GOALS: These goals represent internal management concerns which facilitate the achievement of learning and shared community goals.

To develop an efficient, responsive and flexible organization with the motivation, ability and resources to meet the needs of each student, each teacher and administrator and each school.

To engage in every effort to attract, train and retain the most competent personnel.

To improve the effectiveness of educational program planning.

To provide functional physical plants, in which teachers can utilize modern teaching methods and to which community residents will come.

To improve short and long-range planning and decision making."

The major priorities determining the new capital program of the Philadelphia Public Schools in 1971 were: (1) provision of additional senior high school space (in 1970, fifteen high schools were operating on dual shifts or with staggered starting and closing times); (2) relief of the severe overcrowding that exists at all levels in various parts of the City; (3) elimination of the remaining non-fire-resistant school structures (in spite of the progress made during the past six years, there were 33 non-fire-resistant school facilities still being used for regular instructional purposes in 1970).

Accommodating the 136,500 pupils now in the Roman Catholic schools of Philadelphia in accordance with the goals and priorities set forth above, would require an estimated additional expediture of almost $600,000,000. To properly house the 77,300 Catholic elementary pupils in facilities comparable to those proposed under the capital program would require the expenditure of approximately $310,000,000. Housing the 58,900 secondary pupils would require about $290,000,000. (These figures are based upon the space allotments standards now used by Philadelphia and assume a moderate construction cost. They make no allowance for inflation.) It matters not whether old facilities are purchased and rehabilitated or whether new facilities are constructed, the total cost per pupil over the long run would be much the same. Only if an outright gift of the nonpublic school facilities to the city were to be made could this amount be reduced appreciably.

To consider adding a capital program of $600,000,000, even if spread over the next decade, to the existing long-range capital program for the Philadelphia Public Schools seems outside the range of credibility because 1971 has been a year of crisis for the capital program of the Philadelphia

Public Schools. In July, 1971, the capital program was halted with a Board of Education announcement of the suspension of 28 projects which were to have been completed during the next five years. Although these projects were in various stages of planning, ground had not been broken for any of them. A total of $89,011,000 had been authorized for the capital program in 1971-1972. Of this amount, expenditures and obligations amounting to $40,520,000 were under way in July of 1971. The remaining $48,490,000 to be spent this year will not be available as a result of Board of Education action and the projects which were to be paid for with these funds will have to be deferred. It is evident that even with an additional capital program amounting to $30,000,000 per year, it would not be possible to house transfer students from nonpublic schools. The $30,000,000 figure was arrived at by assuming that transfers from nonpublic to public schools in Philadelphia would occur over a ten-year period, and that 50 percent of the nonpublic pupils would move out of the city. Although both of these assumptions could be challenged, the magnitude of the actual problems that might ultimately have to be faced by the public school system of Philadelphia is such as to stagger the imagination.

Summary and Conclusions

The Philadelphia Public Schools have conducted, since 1965, a continuing series of studies and revised capital programs which are calculated to provide suitable educational facilities for developing programs and accommodating an ever-increasing enrollment to replace obsolete facilities, to relieve overcrowding, and to renew and maintain existing structures. At the same time, all non-fire-resistant structures are to be eliminated over a ten or fifteen year period. The inventories of existing school

facilities have determined the capacities of these buildings in accordance with good current practices. Present estimates are that the final total cost of this capital program, not including interest charges, would be approximately one billion dollars.

The Philadelphia School System was found to have major shortages of secondary facilities as well as a number of non-fire-resistant school buildings which must be replaced, and many facilities which are educationally inadequate. Philadelphia is also in the midst of an organizational change which will replace current administrative arrangements with a K-4-4-4 organization, plus provisions for adding two years of preschool, making the ultimate pattern a 7-4-4 organization.

To complete the present capital program would require a total expenditure of over one billion dollars between 1966 and 1980. If more than 137,000 nonpublic school pupils were all to be brought into the public school system, it would require an estimated additional expenditure of approximately $600,000,000 over the next decade, even if these pupils could be phased in gradually. Under present conditions in Philadelphia, with the current capital program endangered through postponement, it does not appear to be feasible for the public schools to provide adequate housing for any substantial number of nonpublic school pupils.

If Philadelphia nonpublic schools were to be closed gradually, allowing for a more gradual absorption of the pupils into the Philadelphia Public Schools, it would still be impossible for the public schools to provide for them adequately in existing facilities or in facilities which are now projected. Even though fifty percent of the nonpublic school

pupils were to transfer to suburban schools outside Philadelphia, it would be impossible for the public schools of Philadelphia to absorb the remainder without incurring a crushing financial burden. The present financial crisis was brought on in part by the necessity of the public school systems to rebuild virtually the entire school plant, after years and years of neglect.

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D. Financial Impacts of Student Transfers from Philadelphia Nonpublic Schools to City and Suburban Schools

The Problem

In this chapter the financial implications of possible student transfers from nonpublic to the public schools will be considered in the light of possible or hypothetical situations in Philadelphia and its vicinity in Pennsylvania. The area of concern will include Philadelphia and the adjacent counties of Bucks, Chester, Delaware and Montgomery. These counties with Philadelphia and three counties in New Jersey constitute the Standard Metropolitan Statistical Area as designated by the U.S. Department of Commerce (SMSA). The area across the Delaware River in New Jersey is not included in the study because a multiplicity of variables produced a problem that could not be resolved within the study deadline.

Student Count

Any study of school finances begins with the need for schools, that is, the number of pupils under consideration. In Table 76, titled "Philadelphia Student Count", the school population is given as needed for the financial calculations in this study. Only the data for the Catholic schools have been used since the number of students in other nonpublic schools changes very little. Because the state aid distribution formula gives a "weighting" of 36% for secondary students in grades 7 - 12 this figure is also shown

TABLE 76

PHILADELPHIA STUDENT COUNT *

	1967-68	1968-69	1969-70	1970-71
NONPUBLIC CATHOLIC				
1 - 6			79,857	77,259
Special			337	336
7 - 12			59,426	58,939
Total 1-12 Membership			139,620	136,534
36% of 7 - 12			21,393	21,218
Total 1 - 12 WADM			161,013	157,752
PUBLIC				
K			25,035	24,023
1 - 6			132,732	132,425
Ungraded			293	706
Special			10,885	10,541
Total K - 6			168,945	167,695
7 - 12			117,721	119,691
Post-Graduate			562	504
Total K - 12 Membership	283,557	287,279	287,228	287,890
Subtract $\frac{1}{2}$ K			-12,517	-12,011
Add 36% of 7-12			42,380	43,089
Total K - 12 WADM			317,091	318,968
Actual WADM as submitted	310,850.156	316,065.057	316,752.260	@317,480.

* Sources: Philadelphia Public Schools and School Office of the Archdioces of Philadelphia.

in the table for the two years 1969-70 and 1970-71. The sum of the average daily membership of eligible students and this weighting of secondary students provides what is called the "weighted average daily membership", or WADM. In most of the assumed cases in this study the October membership instead of an undeterminable average daily membership for the year has been used. The difference between October membership and average daily membership for the year is very little as the table indicates (about .004).

In the four SMSA counties in Pennsylvania adjacent to Philadelphia the student count is shown in Table 77, titled "Philadelphia SMSA Student Count". It is interesting to observe, even though the New Jersey counties are not included in this financial calculations of this study, that the number of K-12 public school students in the four SMSA counties in Pennsylvania increased from 376,838 to 378,445 from 1969-70 to 1970-71 while in the three SMSA counties in New Jersey the number declined from 223,490 to 216,745. Substantial growth came in Bucks County (94,763 to 99,602) while Delaware County showed a significant loss (100,283 to 98,673). In these two years there was little change in the Philadelphia public school count (from 287,228 to 287,890) and a drop from 139,620 to 136,534 in the nonpublic school membership in Philadelphia (2.2%).

Sharing the Burden of Support for Schools in Pennsylvania

The partnership of the State of Pennsylvania and its local school districts for sharing school support is a most complicated one. This is particularly true in Philadelphia where a multiplicity of tax plans are in operation locally for the support of its

TABLE 77

PHILADELPHIA SMSA STUDENT COUNT*

PUBLIC SCHOOLS

MEMBERSHIP BY COUNTY	1969-70			1970-71		
	K-6	7-12	K-12	K-6	7-12	K-12
Bucks - Penn.	52,817	41,946	94,763	53,445	44,157	99,602
Chester - Penn.	34,335	27,491	61,826	33,524	28,531	62,055
Delaware - Penn.	53,446	46,837	100,283	52,798	45,875	98,673
Montgomery - Penn.	64,803	55,163	119,966	63,842	56,273	120,115
4 County - Penn.	205,401	171,437	376,838	203,609	174,836	378,445
36% 7-12 Weight		61,717	438,555 WADM		62,941	441,386 WADM
	K-8	9-12	K-12	K-8	9-12	K-12
Burlington - N.J.	60,631	19,715	80,346	53,105	24,348	77,455
Camden - N.J.	69,234	29,912	99,146	63,779	32,938	96,717
Gloucester - N.J.	28,968	15,030	43,998	26,744	15,831	42,575
3 County - N.J.	158,833	64,657	223,490	143,828	73,117	216,745

* Sources: Pennsylvania and New Jersey State Departments of Public Instruction

schools. However, the property tax in 1969-70 was the source of over 71% ($95,211,855) of the local tax revenues for schools totaling from all local sources $133,228,183.

Other local sources of school revenue have included taxes on corporate net profits, general business, income, and pari-mutuel operations. Beginning in 1970-71 a local tax on liquor sales and rental occupancy was inaugurated with an anticipated combined return of about $23,000,000 of a total budgeted local tax return of $160,440,634. But the greatest portion of the 1970-71 local support for schools continued to be the property tax with an anticipated yield of $97,850,000 or 61% of all local support. The school district, city and county of Philadelphia are conterminous.

In Pennsylvania the property tax is used in the state distribution formula for school aid as the measure of local ability for the support of schools. For each of the 287,228 K-12 students in the Philadelphia public schools in 1969-70, the property tax produced $331.49; and for each of the 287,890 in 1970-71 the expectancy was $339.78. The tax rate ceiling has been at 21 mills since 1965 and depends upon favorable enactments by the state and local city council. The tax rate is levied against the local assessed valuation of the district whereas the state school aid formula uses the state equalized figure, frequently referred to as "market value".

The state equalized values of property for the State of Pennsylvania and for the Pennsylvania counties in the Philadelphia vicinity are shown in Table 78, titled "State Equalized Property Valuations".

TABLE 78

STATE EQUALIZED PROPERTY VALUATIONS *

AREAS	1966	1967	1968	1969
State of Pennsylvania	$40,200,890,100	$41,379,919,700	$43,241,982,600	$44,502,027,900
Per WADM	$16,154	$16,276	$16,686	$16,940
Philadelphia	$6,272,136,200	$6,354,416,300	$6,493,970,500	$6,577,007,900
Per WADM	$20,637	$20,443	$20,550	$20,764
Counties:				
Bucks			$1,642,358,000	$1,726,312,000
Chester			$1,228,657,000	$1,290,354,000
Delaware			$2,398,954,000	$2,455,388,000
Montgomery			$3,460,490,000	$3,614,158,000
4 County Total (SMSA)			$8,730,459,000	$9,086,203,000
Per WADM			@$20,070	$20,719

* Sources: Philadelphia Public Schools and Pennsylvania Department of Public Instruction.

Inasmuch as this study will involve the four counties in Pennsylvania bordering Philadelphia, the data for them for two years has been included in the table. These counties are Bucks, Chester, Delaware and Montgomery. Generally, in recent years the locally assessed valuations have hovered near 71% of the state equalized figures throughout the metropolitan Philadelphia area in Pennsylvania.

Significantly there has been very little increase in the state equalized valuations per weighted average daily membership in the public schools of the state as a whole, in the school district of Philadelphia, and in the four-county SMSA area. The growth in dollar values of property has been only slightly outpacing the growth in public school "weighted" memberships. This trend, together with assessments and equalization of property values at considerably less than real values, may have added to the trend in Pennsylvania toward other types of local taxes for supplemental school support as the school expenditures grew rapidly in recent years.

In Pennsylvania, as in other states where the property tax is used for substantial school support at local levels, the state's share of the legally defined support level is inversely proportional to the local tax base per pupil. That is, the higher the local tax base per pupil the less the state shares in financing the local educational expenditures per pupil, and vice versa.

If the pupil membership in a local school district increases faster than its tax base the effect is to increase the state support per pupil. But the local share for the additional number of pupils

calls for added local tax revenue too. If the property tax rate is not increased, or property values increased, or supplemental tax sources used, or a combination, budget balancing becomes impossible at the customary level of pupil expenditure.

In order to estimate the effect of nonpublic school pupils transferring to the public schools it is necessary to analyze the school aid distribution formula used in Pennsylvania and then to apply it to several assumed patterns of student transfers.

The Pennsylvania School Aid Formula

The Pennsylvania basic school aid formula reimburses a local school district for a part of the instructional expense. In 1970-71 it amounted to $211.37 for each K-12 pupil in Philadelphia. The estimate for 1971-72 is about $213.00. In addition there is a subsidy of $120 per pupil from families with incomes below $3,000 per year, totaling about $10,400,000. There is also a formula for an allowance for density of population which amounted to $109.26 per K-12 pupil in 1970-71, totaling over $34,000,000. This subsidy could be a little over $115 per K-12 pupil in 1971-72.

The state also subsidizes many other public school programs aside from the basic formula for instructional expenses and compensatory education, school health services, technical and vocational classes, driver education, student transportation, and tuition. The school system of Philadelphia also conducts many programs under federal grants. Our concern here is with the formula for the basic or foundation program for instruction.

The basic school aid formula includes several elements and uses data for each of the three years preceding the school year of payment. The state legislature annually sets a support level for each pupil in "weighted average daily memberships" (WADM) for the school year preceding the school year of payment of state aid. Secondary students (7-12) are given an added weight of 36%. The per-pupil figure in the two years 1969 to 1971 was $550 and for 1971-72 it is $620. The state's share of the per-pupil figure is then determined by applying a "state aid ratio".

The "state aid ratio" is determined by the following formula:

$$\text{State Aid Ratio} = 1.0000 - \frac{\frac{\text{Phil. St. Eq. Val. 2nd Yr. Prior}}{\text{Phil. WADM 2nd Yr. Prior}}}{\frac{\text{Penn. St. Eq. Val. 2nd Yr. Prior}}{\text{Penn. WADM 2nd Yr. Prior}}} \times .5$$

It is, therefore, necessary to have at hand the state equalized valuations or "market values", of the local district and of the State of Pennsylvania, for the second year preceding the payment year. It is also necessary to have at hand the "weighted average daily membership" for the local district and the state for the second school year prior to the school year of payment.

The state equalized valuations needed for this study are given in Table 78, titled "State Equalized Property Valuations". The WADM data are given in Tables 76 and 77 titled "Philadelphia Student Count" and "Philadelphia SMSA Student Count".

Having determined the "State Aid Ratio" the state's share of the local district instructional expense is calculated as follows:

State Aid = Allowance per WADM X State Aid Ratio X Number of WADM

It can be seen, therefore, that for increased costs due to an upsurge in enrollment in the public schools the state's share receivable by the local district is recovered in part in the first year and in part in the second year after the student increase. The local school district must wait for full state reimbursement until the third year after the expenditures for the upsurge. Reciprocally, if the enrollment declines, the reducing affect on state aid covers a period of two and three years.

Table 79, titled "Derivation of State Aid" for the School District of Philadelphia, shows the application of the formula for the three years 1969-72.

Financial Effects of Assumed Transfers from Nonpublic Schools

If it should happen that a substantial number of nonpublic school students should transfer at the same time to the public schools, what would be the financial effect on the state and the local school district? In an effort to answer this question the school year 1970-71 is used as the first impact year in calculating the state aid claim. It was assumed that in September, 1969 various percentages of the 1969-70 Catholic school students had transferred to the public schools affecting the calculated nonpublic WADM by 5%, 10%, 25%, 50%, 75% and 100%. The Catholic schools of Philadelphia enrolled 139,620 students in 1969-70 for a theoretical or calculated WADM of 161,013 (Table 76).

TABLE 79

DERIVATION OF STATE AID*

School District of
Philadelphia

SCHOOL YEAR PAYABLE	COMPONENTS OF FORMULA	AMOUNTS IN STATE AID FORMULA	STATE AID RATIO
1969-70	Ph. St. Eq. Val. '67	$ 6,354,416,300 ($20443)	
	Ph. WADM '67 - '68	1.0 - 310,850.156	X .5 = .3720
	St. St. Eq. Val. '67	$41,379,919,700 ($16276)	
	St. WADM '67 - '68	2,542,395.000	
	$550 x '68 - '69 WADM 316,065.057 x .3720 = $64,666,910.66 State Aid		
1970-71	Ph. St. Eq. Val. '68	$ 6,493,970,500 ($20550)	
	Ph. WADM '68 - '69	1.0 - 316,065.057	X .5 = .3843
	St. St. Eq. Val. '68	$43,241,982,600 ($16686)	
	St. WADM '68 - '69	2,591,562.000	
	$550 x '69 - '70 WADM 316,752.260 x .3843 = $66,950,341.43 State Aid		
1971-72	Ph. St. Eq. Val. '69	$ 6,577,007,900 ($20764)	
	Ph. WADM '69 - '70	1.0 - 316,752.260	X .5 = .3871
	St. St. Eq. Val. '69	$44,502,027,900 ($16940)	
	St. WADM '69 - '70	2,627,248.000	
	$620 x '70 - '71 WADM est. 317,480 x .3871 = $76,195,834.96 State Aid		
	$550 x '70 - '71 WADM est. 317,480 x .3871 = $67,593,079.40 State Aid		
	Benefit of per pupil increase 1971-72, approx$ 8,602,755.56		

* Sources: Philadelphia Public Schools and Pennsylvania Department of Public Instruction.

In the first year following the assumed transfers (1968-69), the effect on state aid is shown in Table 80, titled "First Year Effects of Transfers on State Aid to Philadelphia Schools in 1970-71".

In the second year, that is 1971-72, following the assumed transfers in Table 80 each percentage group would cause a change in the state aid ratio. If the allowance per pupil in WADM had remained at $550, instead of the legislated increase to $620 for 1971-72, the results would be as shown in Table 81, titled "Second Year Effect of Transfers on State Aid to Philadelphia Schools in 1971-72". This table reveals that if all students in the Catholic schools had transferred in September, 1969 to the Philadelphia public schools, the cost to the state would have increased from $67,593,079 to $149,691,750, or $82,098,671. To this must be added the increase of $70 per pupil in the base allowance by the state. The approximate state aid per student in 1971-72 would be $213 whereas if all of the Catholic pupils had transferred to the public schools in September, 1969, the state aid per pupil would approximate $313 plus the increment of $70. This is primarily due to the increase in calculated state aid ratio from .3871 to .5688 caused by the added memberships which were assumed. The effect of other percentages of transfer are shown in Table 81.

The effects of the assumed transfers on the property tax of the School District of Philadelphia are also significant. In the following calculations it will be assumed that the local assessed valuation of property (about $4,700,000,000) would be called upon to bear the educational costs of the larger membership at the same per pupil

TABLE 80

"FIRST YEAR EFFECTS OF TRANSFERS ON STATE AID TO PHILADELPHIA SCHOOLS IN 1970-71."*

ASSUMPTIONS: 5%, 10%, 25%, 50%, 75% and 100% transfer of nonpublic Catholic students to public schools in September, 1969. See Table 79 for derivation of "State Aid Ratio".

% TRANSFERS 9-69	WADM NUMBER		PER WADM ALLOCATION		1970-71 STATE AID RATIO	TOTAL INCREASE IN STATE AID
0%	None	X	$550	X	.3843	= None
5%	8,051	X	$550	X	.3843	= $ 1,701,700
10%	16,101	X	$550	X	.3843	= $ 3,402,952
25%	40,253	X	$550	X	.3843	= $ 8,508,075
50%	80,506	X	$550	X	.3843	= $17,016,151
75%	120,759	X	$550	X	.3843	= $25,524,226
100%	161,013	X	$550	X	.3843	= $34,032,513

* Source: Philadelphia Public Schools.

TABLE 81

"SECOND YEAR EFFECTS OF TRANSFERS ON STATE AID TO PHILADELPHIA SCHOOLS IN 1971-72."***

ASSUMPTIONS: The nonpublic school transfers of September, 1969 would continue in the public schools of Philadelphia.

% TRANSFERS 9-69	TOTAL 1969-70 WADM	1971-72 STATE AID RATIO*		ALLOWANCE PER WADM**		1970-71 WADM		1971-72 STATE AID ESTIMATE
0%	316,752	.3871	X	$550	X	317,480	=	$67,593,079
5%	324,803	.4005	X	$550	X	325,531	=	$71,706,341
10%	332,853	.4132	X	$550	X	333,582	=	$75,809,845
25%	357,005	.4479	X	$550	X	357,733	=	$88,188,061
50%	397,259	.4963	X	$550	X	397,986	=	$108,636,248
75%	437,511	.5359	X	$550	X	438,239	=	$129,168,754
100%	477,765	.5688	X	$550	X	478,493	=	$149,691,750

* The second year effect of the increased enrollment on the state aid ratio, due to assumed transfers from nonpublic schools, is reflected in this column.

** Actually, the state increased the per pupil gross allocation from $550 to $620 for 1971-72 state aid. The figure of $550 is used for purposes of comparison with former years.

***Sources: Philadelphia Public Schools and the Pennsylvania Department of Public Instruction

(WADM) cost in local property taxes. In 1970-71 the property taxes were approximately $97,850,000 for a WADM of about 317,480, or $308.20 per WADM. It is assumed that increased valuations at 21 mills would raise this figure to $310 in 1971-72. Applying this figure to the various assumed percentages of transfers in Table 81, with no change in the 1971-72 WADM from that of 1970-71, the added costs would be as shown in Table 82, titled "Financial Effect of Assumed Transfers on Local Property Taxes in Philadelphia in 1971-72".

In a general sense, if the local property tax in Philadelphia was called upon to supply, as it does presently, for each public school student (WADM), $310 per weighted average daily membership for the combined enrollments of the public and Catholic schools, the property tax rate would need to be raised from the present 21 mills to a probable 31.6 mills, or an increase of 10.6 mills which is a little over 50%.

However, the increase received in state aid under the present formula would more than offset such increase in the local property tax as indicated in Tables 80 and 81. Under the circumstances the legislature undoubtedly might find sufficient reason to revise the state aid formula. If the state school aid formula were not changed, then the combination of public and non-public students in Philadelphia could be explored as a possible way of securing local tax relief.

The assessment and equalization of property values at far below

TABLE 82

"FINANCIAL EFFECT OF ASSUMED TRANSFERS ON LOCAL PROPERTY TAXES IN PHILADELPHIA IN 1971-72".**

ASSUMPTIONS: The assumed transfers in September, 1969 would have continued attending the public schools. The local assessed valuation in Philadelphia for taxes collected for the 1971-72 school year would be 4.7 billion dollars. For each pupil WADM there would be $310 from local property taxes.

% OF TRANSFERS 9-69	1971-72 ESTIMATED WADM		LOCAL PROPERTY TAX SUPPORT PER WADM		TOTAL PROPERTY TAXES NEEDED 1971-72	TAX RATE NEEDED 1971-72*
0%	317,480	X	$310	=	$ 98,500,000	.0210
5%	325,531	X	$310	=	$100,914,610	.0215
10%	333,582	X	$310	=	$103,410,420	.0220
25%	357,733	X	$310	=	$110,897,230	.0236
50%	397,986	X	$310	=	$123,375,660	.0263
75%	438,239	X	$310	=	$135,854,090	.0289
100%	478,493	X	$310	=	$148,332,830	.0316

* Column 4 divided by 4.7 billion dollars.

** Source: Philadelphia Public Schools

real values contribute to the inequities in the use of the property tax for school purposes. The levy of the local tax rate on the local assessed valuations rather than on the state equalized valuations also produces inequities. These are practices producing problems comparable to those which were ruled against by the California Supreme Court in a recent decision.

Financial Effects of Assumed Transfers from Nonpublic Schools in Philadelphia to Suburban Public Schools.

Throughout the nation there is a trend for families to move from the city to the suburbs. If it should happen that a substantial number of nonpublic school students in Philadelphia should transfer at the same time to public schools in the suburbs, what would be the financial effect on the state and local school districts?

It is assumed, in responding to this question, that the counties of Bucks, Chester, Delaware, and Montgomery, all in Pennsylvania and adjoining Philadelphia, would constitute one school district. These counties, with three others in New Jersey, constitute the Philadelphia "Standard Metropolitan Statistical Area" (SMSA) as defined by the U. S. Department of Commerce for various study purposes. Financial data were secured from state sources which would contribute to an answer to our question.

The New Jersey counties are not included in this study because of a multiplicity of variables making the problem unmanageable. However, some basic data for these counties have been recorded in Table 77. It should be observed that from 1969-70 to 1970-71 the student population of the three New Jersey counties declined

from 223,490 to 216,745. This loss was sufficient to have absorbed about 4% of the nonpublic students in Philadelphia without changing the financial status of the three New Jersey counties if they were considered as one district.

Table 77, titled "Philadelphia SMSA Student Count", and Table 78, titled "State Equalized Property Valuations", provide the basic data needed from the four-county Pennsylvania area which will be treated as a single school district. As for the Philadelphia study, it is assumed that various percentages of Catholic students might transfer to public schools in this suburban area. The Pennsylvania school aid formula, described above, will apply.

By the method described for Philadelphia it was found that the "state aid ratio" for the hypothetical four-county district would have been .3986 for state aid payments in 1970-71 and .38847 in 1971-72. The drop is accounted for by the increase in tax base per pupil as shown in Table 78 which would have caused a decline in the state's share of school support per-pupil. This is significant because of the reverse trend in the school district of Philadelphia.

Table 83, titled "First Year Effects of Nonpublic Transfers on State Aid to Suburban Area Public Schools in 1970-71", corresponds to Table 80 which refers to the city district. The same percentages of assumed transfers are used. The state aid basic allocation per WADM for the formula is the same as for the city, namely $550. Table 83 shows the effects on state aid for the various percentages of transfers in the first year 1970-71. The total state aid for the district would be the sum of that for the "public schools only" and whatever percentage of transfer is selected.

TABLE 83

"FIRST YEAR EFFECTS OF NONPUBLIC TRANSFER ON STATE AID TO SUBURBAN AREA PUBLIC SCHOOLS IN 1970-71."*

ASSUMPTIONS: 5%, 10%, 25%, 50%, 75%, and 100% transfer of nonpublic Catholic students to public schools in 1969. See Table 79 for method of determing used to derive "State Aid Rates".

% OF TRANSFERS 9-69	WADM NUMBER		PER WADM ALLOCATION		1970-71 STATE AID RATIO		TOTAL INCREASE IN STATE AID
0%	None	X	$550	X	.3986	=	None
5%	8,051	X	$550	X	.3986	=	$ 1,765,000
10%	16,101	X	$550	X	.3986	=	$ 3,529,822
25%	40,253	X	$550	X	.3986	=	$ 8,824,665
50%	80,506	X	$550	X	.3986	=	$17,649,330
75%	120,759	X	$550	X	.3986	=	$26,473,995
100%	161,013	X	$550	X	.3986	=	$35,298,879
PUBLIC SCHOOLS ONLY	438,555	X	$550	X	.3986	=	$96,144,143

* Source: Pennsylvania State Department of Public Instruction.

In the second year, that is 1971-72, following the assumed transfers there would be a change caused in the state aid ratio. Again, the figure of $550 is used for the state aid formula although the state has increased it to $620 for 1971-72. The impacts on state aid in the second year are shown in Table 84, titled "Second Year Effects of Nonpublic Transfers on State Aid to Suburban Area Public Schools in 1971-72". It is assumed, of course, that the transferring nonpublic students in 1969-70 would have continued attending the suburban public schools in 1970-71.

Had there been no transfer of nonpublic students the state aid ratio for 1971-72 payments would be:

$$1.000 - \frac{\frac{\$9,086,203,000 \text{ (SEV 1969)}}{438,555 \text{ (WADM 1969-70)}}}{\frac{\$44,502,027,900 \text{ (State SEV)}}{2,627,248 \text{ (State WADM)}}} \times .5 = .38847$$

The state aid ratio changes as the percentages of nonpublic school transfers are added to the local and the state WADMs.

The effects of the assumed transfers on the property taxes of the hypothetical four-county suburban school district will be considered. In the following calculations it will be assumed that the local assessed valuation would be about 71% of the state equalized valuation of $9,086,203,000 or roughly $6,450,000,000. This valuation is that which would bear the education costs of the larger membership. It will be assumed that the suburban area would raise from local taxes the same amount per student as in Philadelphia, that is $310.

TABLE 84

"SECOND YEAR EFFECTS OF NONPUBLIC TRANSFERS ON STATE AID TO SUBURBAN AREA PUBLIC SCHOOLS IN 1971-72".***

ASSUMPTION: That the percentages of assumed transfers of the preceding year continued in attendance in the suburban public schools.

% OF TRANSFERS 9-69	TOTAL 1969-70 WADM	1971-72 STATE AID RATIO*		ALLOWANCE PER WADM**		1970-71 WADM		1971-72 STATE AID ESTIMATE
0%	438,555	.38847	X	$550	X	441,386	=	$ 94,305,871
5%	446,606	.39761	X	$550	X	449,437	=	$ 98,285,355
10%	459,656	.40647	X	$550	X	457,487	=	$102,275,107
25%	478,808	.43126	X	$550	X	481,639	=	$114,241,399
50%	519,061	.46745	X	$550	X	521,892	=	$134,177,713
75%	559,314	.49842	X	$550	X	562,145	=	$154,101,371
100%	599,568	.52525	X	$550	X	602,399	=	$174,025,541

* The second year effect of the increased enrollment on the state aid ratio, due to assumed transfers from nonpublic schools in Philadelphia is reflected in this column.

** Actually the state increased the per pupil (WADM) gross allocation from $550 to $620 for 1971-72 state aid. The figure of $550 is used for purposes of comparison with former years.

***Pennsylvania Department of Public Instruction.

Applying these figures to the various assumed percentages of transfers in Table 83 and assuming the same WADM for 1971-72 as for 1970-71, the costs would be as shown in Table 85 titled "Financial Effects of Assumed Transfers on Local Property Taxes in the Suburban School Area 1971-72".

What was written above concerning transfers of nonpublic school students to the Philadelphia public schools can be applied also to the effects upon the suburban area property taxes. However, the larger tax base per-pupil in the suburban area makes the burden on local property less for the assumed transfers. To absorb all of the 161,013 nonpublic Catholic students into the suburban area as a hypothetical single district would increase the tax rate, if authorized, from about .02121 to .02895, about .00774 or 36%. In the Philadelphia district the increase in rate would have been 50%. For reasons described above as applied to the City of Philadelphia School System, the increased state aid from the effect of the transfers on the formula would more than offset the taxes required locally but not to the same degree as in Philadelphia.

Conclusions

The findings in this study are based upon several extremely hypothetical situations. It is highly unlikely that in any one year nonpublic school students in Philadelphia would transfer to the public schools of the city and suburban area in numbers greater than 10%, perhaps 15%, of the Catholic school enrollment in Philadelphia. Any greater percentage could arise only from mass closing of the

TABLE 85

"FINANCIAL EFFECTS OF ASSUMED TRANSFERS ON LOCAL PROPERTY TAXES IN THE SUBURBAN AREA IN 1971-72".**

ASSUMPTIONS: The four-counties of Bucks, Chester, Delaware, and Montgomery would be one school district. The transfers from the nonpublic Philadelphia schools would attend suburban schools in the various percentages. The local assessed valuation of the area would be $6,450,000,000. The local taxes raised per WADM would be $310 as in Philadelphia.

% OF TRANSFERS 9-69	1971-72 ESTIMATED WADM		LOCAL PROPERTY TAX SUPPORT PER WADM		TOTAL PROPERTY TAXES NEEDED 1971-72	TAX RATE NEEDED 1971-72*
0%	441,386	X	$310	=	$136,829,660	.02121
5%	449,437	X	$310	=	$139,325,470	.02160
10%	457,487	X	$310	=	$141,820,970	.02183
25%	481,639	X	$310	=	$149,308,090	.02314
50%	521,892	X	$310	=	$161,786,520	.02508
75%	562,145	X	$310	=	$174,264,950	.02702
100%	602,399	X	$310	=	$186,743,690	.02895

* Column 4 divided by 6.45 billion dollars.

**Source: Pennsylvania Department of Public Instruction.

nonpublic schools. However, the extreme situations tend to point up the financial and educational importance of the nonpublic schools to the state and local school areas.

It is reasonable to conclude from this study that the state school aid formula, aside from being very complex and laggard in the data used within it, would throw the heavier burden of costs upon the state for the education of elementary and secondary students transferring from the nonpublic to the public schools.

Suppose that 5% of the nonpublic school students in Philadelphia transferred to the city public schools and 5% to the suburban public schools in one year, 8,051 students in each case. The full financial effect on state and local sharing of costs would not be felt until the second year of their transfer. Reimbursement by the state would not come until the third year. In the first year the cost chargeable to Pennsylvania would be $1,701,700 (Table 80). Costs for Philadelphia and for the hypothetical suburban four-county district ammounted to $1,765,000 (Table 83) for each situation. These funds would be advanced by the local districts to pay the bills during the first year of attendance but they would not be reimbursed until the second year.

In the second year of attendance the costs chargeable to Pennsylvania would be $4,113,262 (Table 84, line 2 - line 1). City and suburban costs would amount to $3,979,484 in each case, but reimbursement of these funds from the state would not come until the third year of attendance.

Obviously, with the Philadelphia school district now in serious fiscal trouble, it would be calamitous for any substantial number of nonpublic school students to transfer at any one time. However, the operation of the state formula as it is now constituted, from the third year of attendance, would serve to soften the impact of gradual student transfers.

CHAPTER V

SUMMARY OF STAFF STUDIES.

A. Urban Setting
(These generalizations apply to the cities of Chicago, Detroit, and Milwaukee only.)

1. While the metropolitan areas of all three cities have grown significantly over the last decade, the central cities have experienced population declines.
2. The decline in population in the central cities has almost exclusively been due to White outmigration.
3. The three central cities have experienced a substantial increase in Black population in the last decade.
4. The age distribution for Whites and Blacks in the central cities differs significantly. A much larger percentage of the Black population is located in the lower age brackets.
5. Examination of a select number of social indicators shows that the three central cities fare much more poorly than do their suburbs. Unemployment is high, welfare is high, housing is less stable.

B. Racial Distribution of Students in Public and Nonpublic Schools*

1. Public School Systems

1.1 Public schools are losing White pupil population.

1.2 Despite significant population shifts within the cities within the past two years, specifically Chicago, Detroit, and Philadelphia, there has been no basic change in the pattern of racial concentration in elementary schools.

* Generalizations in this section apply to all four cities, including Philadelphia, Chicago, Detroit, and Milwaukee. Observations in the remainder of this summary also refer to the four urban centers.

1.3 Schools in all four cities exhibit high degrees of racial concentration in the elementary schools, with the concentrations higher in Philadelphia, Chicago, and Detroit, than in Milwaukee.

2. Nonpublic Schools: Chicago, Detroit, and Philadelphia

2.1 The percentage of Black students in the Catholic schools of Philadelphia, Chicago, and Detroit exceeds the national average for Catholic schools.

2.2 The percentage of Black students in Catholic schools by area of the city is always lower than the percentage of Black students in the public schools of the same areas of the city.

2.3 In a given geographical area within the city, there is a relationship between the percentage of Blacks in the public schools and in the Catholic schools. Where the percentage is high in the public schools, it is also high in the Catholic schools.

2.4 The rate of decline in White enrollments, by area, in the Catholic schools appears to be higher than the rate of decline of white enrollments in the public schools.

3. Nonpublic Schools: Milwaukee

3.1 The percentage of Black students in Catholic schools of Milwaukee is less than the national average for Catholic schools.

3.2 Most of the Catholic schools which had high Black enrollments have become community schools which are run by parent groups and are no longer under parish of Diocesan control.

C. Nonpublic School Enrollment Trends in Chicago, Detroit, Milwaukee, and Philadelphia.

1. Enrollment Declines Since 1965.

1.1 Major declines began in mid-1960's.

1.2 Virtually all declines came from Catholic schools. In all four cities, enrollments in other nonpublic schools remained very stable.

1.3 Very small declines in Lutheran schools located in Detroit, Chicago, and Milwaukee.

1.4 Data incomplete for other nonpublic schools.

2. School Closings and Enrollment Declines

2.1 Many more children leave Catholic schools each year than are affected directly by school closings.

2.2 There have been very few closings of Lutheran schools.

2.3 Data on closings of other nonpublic schools could not be ascertained. It is assumed they have not been numerous as enrollments collectively have remained steady over the past six years.

2.4 Reasons given for school closings are largely related to economic and staffing factors.

3. Effects of Declining Nonpublic School Enrollments Upon Urban and Suburban School Systems.

3.1 The decline in nonpublic school enrollment is not reflected in a corresponding increase in urban public school enrollment except in Philadelphia.

3.2 Majority believed to have left for the suburbs where enrollments have swelled during the 1960's in all four S.M.S.A's.

4. Reasons for Nonpublic School Problems in Urban Areas

4.1 Rising educational costs due to:

- Lower teacher-public ratios;
- More lay teachers and fewer religious teachers;
- Higher salaries for lay and religious teachers;
- All other costs also rose.

4.2 Local control by parishes of elementary schools unresponsive to changes in housing patterns and the need for efficiency in school operations.

4.3 Collaboration with public schools sporadic and ineffective.

4.4 Insufficient financial aid to provide needed support for troubled inner-city parishes.

4.5 State aid has been limited and may not continue.

4.6 Movement of population to the suburbs is continuing.

5. Conclusions

5.1 Decline in nonpublic school enrollment is likely to continue because many factors creating motivations for leaving the cities and the Catholic schools appear to be still operative.

5.2 State aid picture is not promising at the present time as a source of help for nonpublic schools.

5.3 Long-range picture for Lutheran schools and other private schools in urban centers is cloudy. There is no reason to assume that they will not continue to operate in the future.

D. Public School Enrollment Trends in Philadelphia, Chicago, Detroit, and Milwaukee - 1965-70.

1. Enrollments Held Generally Steady With Only Slight to Moderate Increases Since 1965, Despite Nonpublic School Enrollment Declines.

2. White Enrollments Decreased Sharply.

   2.1 Detroit enrollments declined by 53,000 since 1961.

   2.2 Chicago enrollments estimated to have declined by 75,000 since 1960.

   2.3 Milwaukee enrollments estimated to have declined by 15,000 since 1960.

   2.4 Philadelphia enrollments estimated to have declined by 32,000 since 1961.

3. Black Enrollments Increased Sharply.

   3.1 Detroit enrollments increased by 53,000 since 1961.

   3.2 Chicago enrollments estimated to have increased by 75,000 since 1960.

   3.3 Milwaukee enrollments estimated to have increased by 19,000 since 1960.

   3.4 Philadelphia enrollments estimated to have increased by 62,000 since 1961.

4. White Student Exodus From Cities From Public and Nonpublic Schools Combined Estimated to be Very Heavy since 1960.

   4.1 Detroit estimates are 75,000.

   4.2 Chicago estimates are 120,000.

   4.3 Milwaukee estimates are 40,000.

   4.4 Philadelphia estimates are 45,000.

5. Economic Consequences of Suburban Migration for Suburban School Districts and the States.

   5.1 Additional costs to taxpayers in the suburbs because of increased enrollment.

5.2 State contributions rise for nonpublic students not previously supported.

6. Educational Consequences of Enrollment Changes Create Serious School Management Problems.

6.1 Enrollment prediction problems.

6.2 School building and site problems.

6.3 Student mobility and motivational problems.

6.4 Curriculum problems.

6.5 Instructional problems.

6.6 Financial problems.

6.7 Racial participation: parents, teachers, principals, students.

E. Ability of Public Schools in Chicago, Detroit, Milwaukee, and Philadelphia to Absorb Nonpublic School Pupils.

1. Bases for Determining Needed Construction in Chicago, Detroit, Milwaukee, and Philadelphia.

1.1 Continously updated surveys have formed the basis for determining needed construction.

- In Chicago, both universities and private consulting firms have been utilized in a continuous survey of school building needs.
- In Detroit, a periodically revised Inventory of Facilities Needs, based upon the report of a Blue-Ribbon Citizen Commission in the late 1950's, forms the basis for long-range planning.
- In Milwaukee, a Building and Sites Development Commission developed a comprehensive program which is the current short-

term program in a series of building programs which have extended over the past fifty years.

- In Philadelphia, a comprehensive plan was developed in 1964 and has been updated several times during the past seven years.

1.2 Consideration was given to the need for new buildings in areas not adequately serviced, to replacement of obsolete buildings by new facilities in the same general area, to the need for modernization and expansion of existing school buildings, to the need for razing obsolete buildings where no further need exists, and to the securing of adequate sites for the construction of new buildings and the expansion of older buildings.

1.3 Capacity studies, based on current practices in each school district, were used in determining the capacity of the present school facilities.

- A "middle-of-the-road" norm was used by the study team which provides for an average class size of 30 in both elementary and secondary schools, with 100% utilization of teaching stations in the elementary schools and 83% utilization of teaching stations in the secondary schools. This is not an "ideal" norm as many suburban school districts are likely to have teacher-pupil ratios substantially lower than 30 to 1.

- Chicago uses an average class size of 34.5 and an 100% utilization in determining the capacity of elementary schools; an average class size of 31 pupils and 90% utilization is used in secondary schools.
- Detroit uses an average class size of 32 and 100% utilization in determining elementary school capacity; in secondary schools an average class size of 31 and a utilization ratio of 90% to 95% obtains.
- Philadelphia uses an average class size of 30 and 100% utilization in determining elementary school capacity; in secondary schools an average class size of 30 and a utilization ratio of 88% obtains generally.
- Milwaukee uses an average class size varying from 31 to 35, with an average of 34, and 100% utilization in computing the capacity of elementary schools; in secondary schools the average class size is 29, and the utilization ratio is 90%.
- The averages used in determining capacity tend to overestimate capacity in schools overall in Chicago and Detroit; they tend to overestimate the capacity of the elementary schools in Milwaukee and Philadelphia. Estimates of secondary school capacity in Milwaukee approximate the 30-to-1 ratio.

2. <u>Relationships of Capacity to Enrollment in Chicago, Detroit, and Milwaukee.</u>

2.1 In Chicago, the capacity, by Chicago standards, of the elementary schools was slightly in excess of the enrollment. It might be possible to reduce average class sizes from 34.5 to

32 pupils. In the secondary schools, the present enrollment is about 13.7% over their computed capacity.

2.2 In Detroit, the capacity of both elementary and senior high schools is considerably lower than enrollments at these levels. Almost 14% of the elementary pupils are inadequately housed; almost 66% of the senior high school pupils are inadequately housed. These proportions would be considerably greater if the average class size were to be computed as 30 pupils.

2.3 Milwaukee actually has excess elementary capacity, using their norms which average out to class averages of 34. This excess capacity might be used to reduce average class size to 30. At the secondary level, there is a slight excess of capacity, but a considerable amount of it is in buildings which are scheduled for replacement.

2.4 Philadelphia has a shortage of capacity at all grade levels at the present time. It is unlikely that the school system can "catch up" with public school enrollments during the 1970's.

3. <u>Impact of Closing of Nonpublic Schools in Chicago, Detroit, Philadelphia and Milwaukee on Existing School Facilities.</u>

3.1 Immediate closing of all of the nonpublic schools in Chicago would seriously overload the elementary schools, provided all of these nonpublic pupils transferred to the Chicago public schools. The existing serious shortage of secondary classrooms would be severely aggravated, and it would be impossible to house these additional pupils unless facilities were purchased or leased.

3.2 Immediate closing of all nonpublic schools in Detroit would further overload the elementary, junior high, and senior high schools, if it is assumed that all nonpublic school pupils would enter the public schools. Almost 100% of the senior high school pupils would then be inadequately housed, for all high schools would be on extended sessions.

3.3 Milwaukee would be able to absorb a part of the nonpublic pupils at the elementary level if school district norms are continued and could probably lease or purchase additional elementary facilities in which to house the possible transfers. Capacity now is approximately equal to enrollment at the secondary level, so extended sessions, overcrowding, and the need for leasing or purchasing additional facilities would also exist.

3.4 Philadelphia could not absorb any nonpublic school students in either elementary or secondary schools without diluting quality. If all nonpublic school students transferred at one time, catostrophic conditions would obtain unless all nonpublic school buildings were acquired.

4. <u>Cost of Presently Projected Construction Programs and Additional Costs Resulting from Closing Nonpublic Schools.</u>

4.1 In Chicago, the presently projected construction program for public school pupils only is estimated to require $1,103,113,846; facilities to house all nonpublic school pupils, if they were to transfer to the Chicago Public Schools, are estimated at $464,000,000. The total is estimated at $1,565,000,000 for

both public and nonpublic pupils.

4.2 Detroit's projected construction program is estimated at $234,000,000 for public school pupils; it is estimated that an additional $174,500,000 would be needed to house all nonpublic school enrollments; the total estimate for both would be about $408,500,000. This amount would not be adequate to reduce average class size to 30 pupils, nor would it clear up the entire backlog of needed construction and modernization.

4.3 In Milwaukee, a projected program to keep Milwaukee schools from experiencing extended sessions or severe overcrowding has been estimated to cost $128,585,000. The program for the next six years (1970-1975) contemplates the expenditure of $76,000,000, with the remainder to be deferred. If all Milwaukee nonpublic schools, excepting the Lutheran schools which provide for about 25% of the nonpublic pupils, were to be closed immediately, facilities with an estimated cost of $47,800,000 would need to be provided. Thus, the total cost of the projected construction program from the impact of the nonpublic pupils would be approximately $123,800,000.

4.4 In Philadelphia, it was estimated that meeting all public school building needs would require slightly less than one billion dollars. An additional $600,000,000 would be needed to house all nonpublic school students should they transfer into the public schools.

4.5 Since not all the nonpublic pupils will transfer to the public schools of the central city, the impact upon the central city

schools of closing the nonpublic schools would not be as severe as is stated here. The effect might be diffused among a number of suburban school districts in each area, but the economic effect upon the whole region might be much the same, provided all of the nonpublic schools were closed at the same time.

4.6 A gradual closing of the nonpublic schools might allow the transfer of pupils to the public schools at a rate which would be partially offset by slowly decreasing enrollments of the public schools. In this event, the economic impact of the closing of the nonpublic schools would be less severe and could be spread over a greater period of time, to the advantage of the public school systems.

F. Financial Impact of Nonpublic School Enrollment Trends Upon State and Local School Financing.

The Problem

No empirical formula is apparent for universal application to determine the financial impact of nonpublic schools. However, some approximations can be made in individual communities and cities such as Chicago in Illinois, Detroit in Michigan, Milwaukee in Wisconsin, and Philadelphia in Pennsylvania.

1. State Support for School Operations

1.1 In all four states, there are common elements in the plans for state and local sharing in the support of the schools, including:

- Use of property tax as measure of ability;

- More support is given by the state to the districts with lower tax bases;
- Local districts may levy taxes for quality levels beyond the state guaranteed level;
- Local boards are free to approve budgets within foreseeable revenue within constitutional and statutory tax limitations;
- The focal point of interest is the support level per pupil;
- Chicago, Detroit, Philadelphia, and Milwaukee qualify for "equalization" support.

1.2 Illinois' plan for support to Chicago for schools provided:

- A guaranteed state-local total of $520 Table A3a ;
- A "bonus" of 8% in 1969-70 and 12% in 1970-71 Table A4a ;
- A deductible tax rate of .0108 Table B1a ; and
- An adjustment of 7% of state grant for "density" Table A4a .

If in Chicago the nonpublic school enrollment had been combined with the public school enrollment, the total cost to the state for operations would have increased by about $116,198,700 in 1969-70 and $113,643,857 in 1970-71.

1.3 Michigan's plan for support to Detroit for schools provided:

- A guaranteed state-local total of $408 per pupil in 1969-70 and $530.50 per pupil in 1970-71 Table A3a ;
- A deductible tax rate of .009 in 1969-70 and of .014 in 1970-71. Table B1a

If in Detroit the nonpublic school enrollment had been combined with the public school enrollment, the total cost to the state for operations would have increased by about $24,772,536 in 1969-70 and $38,567,425 in 1970-71.

1.4 Wisconsin's plan for support to Milwaukee provided a guarantee of support to the local operating expenditures equal to 100% - (local district valuation per pupil - state guaranteed evaluation of $42,000 per pupil in 1969-70 and $43,500 per pupil in 1970-71).

This formula results in the state assuming the cost of added students. If the nonpublic and public school enrollments were combined, the increased cost to the state would have been $28,698,822 in 1969-70 and $28,679,809 in 1970-71.

1.5 Pennsylvania's plan for support to Philadelphia provided:

- A guaranteed state - local total of $550.00.
- A bonus of $70.00 in 1971-72 for each pupil.
- A subsidy of $120 per pupil from families with incomes below $3,000 per year.
- An allowance for density of population which amounted to $109.26 per K-12 pupil in 1970-71 and may be as much as $115 per K-12 pupil in 1971-72.

If in Philadelphia the nonpublic school enrollment had been combined in 1969-70 with the public school enrollment, the total cost to the State of Pennsylvania would have increased by about $34,000,000 in 1970-71. Because the state formula delays the impact of enrollment increases for two years after the increase is experienced, the estimated additional costs to the State would have been $149,000,000 in 1971-72.

2. Local District Support by State Plan

Under the school support plan of each state, the total local share would not be affected adversely by the additional enrollments if nonpublic school students were merged with public school students.

3. Extended Local Support for Chicago, Detroit, Milwaukee and Philadelphia.

All four major urban centers operate their schools at a quality and cost level above that of the foundation or guaranteed levels. If these quality and cost levels were maintained and if the nonpublic school pupils were combined with public school pupils:

- The increased cost to local taxpayers would have been $59,704,000 in Chicago, $22,354,000 in Detroit, no change in Milwaukee and $50,000,000 in Philadelphia.
- The impact on local tax rates would have been an increase in 1969-70 of .006338 in Chicago; .00475 in Detroit and no change in Milwaukee; and in 1970-71 of .0058 in Chicago, .00386 in Detroit, no change in Milwaukee, and .0106 in Philadelphia.

4. Total Additional Costs of School Operations Resulting From Combining Enrollments.

	1969-70	1970-71
In Chicago	$173,902,700	$173,176,857
In Detroit	47,126,536	59,055,425
In Milwaukee	28,698,822	28,679,809
In Philadelphia	67,593,079	149,691,750 *

* Plus $70.00 per pupil as provided in the new state aid formula.

5. Capital Costs (Based on Chapters III and IV).

Local districts finance school construction. Estimates of needs by each district for new construction to house the nonpublic school students in Chicago, Detroit, Milwaukee, and Philadelphia:

	Capital Outlay
Chicago	$464,000,000
Detroit	$174,500,000
Milwaukee	$ 47,800,000
Philadelphia	$600,000,000

APPENDIX A

Definitions of Terminology Used To Decide Racial Distributions Within Elementary Schools of Chicago, Detroit and Milwaukee.*

1. Stable White--90% plus white in 1968-69 and 1970-71 and less than 5% expansion or decline over the three years.
2. Stable Black--90% plus black in 1968-69 and 1970-71 and less than 5% expansion or decline over the three years.
3. Expanding White--90% plus white in 1968-69 and 1970-71 and 5% or more expansion over the three years.
4. Expanding Black--90% plus black in 1968-69 and 1970-71 and 5% or more expansion over the three years.
5. Declining Black and White--racial composition of more than 10% black or white and less than 90% black or white in 1968-69 and 1970-71 5% plus decline in enrollment.
6. Declining Black--90% black in 1968-69 and decline of 5% plus in enrollment.
7. Stable White and expanding Black--racial composition of more than 10% black or white and less than 90% black or white in 1968-69 and 1970-71 and less than 5% decline in White enrollment and more than 5% increase in black enrollment.
8. Declining White and expanding Black--racial composition of more than 10% black or white and less than 90% black or white in 1968-69 and a 5% plus drop in white enrollment and a 5% plus expansion of black enrollment.

* See Chapter 1, Part II, Pages 16 - 26.

APPENDIX B

A Brief Report on Milwaukee, Wisconsin Community Schools.

Community School Operations in Milwaukee

For the past year, seven independent elementary schools have been functioning in the inner city of Milwaukee. All seven schools had formerly been part of the Catholic schools of Milwaukee. However, when school operations resumed in September, 1971, two of the seven institutions were unable to reopen for lack of funds.

Visits to two of the community schools were made by a member of the study team in September, 1971. An opportunity was afforded also for a meeting with representatives of four of the five schools to discuss their achievements and problems.

The two schools visited appeared to be functioning very effectively in providing quality education and in securing a surprisingly great amount of parental and community involvement in school affairs. The children appeared to be very happy in their schools and were working well in the individualized learning environments provided for them. Several of the schools also operated programs for neighborhood youth during late afternoons and adult classes in the evenings. Summer recreation and remedial programs functioned during the summer of 1971 with substantial participation by children and young people living in the several neighborhoods.

Funding has been a problem for the Milwaukee Community Schools from the beginning. Schools have been financed to a limited degree from tuition charges, which provide about 25% of the income needed. School

buildings, formerly operated by Catholic parishes, are leased to parent groups for $1.00 per year with the community school board responsible for financing all other school operating costs. Other sources of income have been derived by donations provided by Catholic and Protestant churches in the area, from local fund raising activities, and from grants from the U.S. Office of Education.

School leaders reported that all five community schools are in deep financial trouble and may not be able to complete the current year because the outside subsidies have come to an end. The long-range economic prognosis for continued operation of these schools is not promising unless funds from private, state, or federal sources become available very soon. It is of interest that operating costs per-pupil will be about $400.00 for 1971-72, an amount which is about half of the average student expenditure by public school systems in many major urban centers.

Readers interested in the community school approach to education which emphasizes community involvement but which is parent controlled will probably find the 1970-71 annual report of the Leo Community School of considerable interest. It is reproduced below.

A Report on the Leo Community School of Milwaukee, Wisconsin* by:

Mrs. Joseph Purdy
Sister Marie Christine De Cleene
Mr. Donald F. Richards

In September, 1970, LEO Community School, located on the corner of 24th Place and Locust Street in Milwaukee's Northside, began its first full year as an independent, non-denominational, community-controlled elementary school. Now, in the Spring of 1971, its school board presents a report on what has been accomplished and a proposal for growth. This report and proposal flows from four related aspects of life at the school: symbolic, organizational, instructional and financial.

Symbolic Life:

LEO Community School is at present 68 families, with 117 parents and 120 students, working with 11 full-time and twenty part-time staff on six grade levels to make Leadership, Education and Opportunity (the L E O symbol) a reality for the sake of the community, the city and the globe. The school motto out of which flow its symbol, its philosophy and its operation is: "In a community school everyone teaches, everyone learns."

LEO Community School came into existence as a result of two coinciding realities: 1) the parochial school at 24th Place and Locust Street was forced to close; 2) a group of community people wanted to develop an alternative to what they considered the inadequate education being given inner-city children in public schools.

* See Chapter 1, Part IV, Page 70.

The first organized support for the community school concept came through four local church congregations, one Catholic, two Lutheran and one United Church of Christ. Through their help and that of news media and word-of-mouth interest, a wide cross-section of people was contacted, a school board selected, and meetings held in which the spirit-direction of the school was born. From the outset that spirit-direction was one of intensive community and parent involvement in education.

LEO Community School is an independent legal corporation belonging to the community people who elect and make up its board, who set its policies and who use its services. It is federated with six other inner-city schools for the purpose of seeking funds and coordinating activities of mutual benefit. It leases its buildings from the Catholic congregation whose property it occupies. Any services or materials it receives from this or any of the other three congregations are either stipulated in the lease or contracted by the Board.

Organizational life:

The conviction that parent and community involvment is vital to the education of children lies at the basis of the LEO school organization.

Parent involvment is expressed first of all through the School Board which is made up entirely of parents and other community residents served by the school. Its task is to represent the community in hiring administration staff and teachers, in developing programs and in securing funding.

A second form of parent involvment is symbolized in the title "Parent in-kind service." Each family at LEO agrees to contribute one and one-half hours a week, or 52 hours a year of work in and for the

school, as part of its tuition, paid in-kind. The types of in-kind work are as varied as the talents and self-image of the parents involved. Many do not believe they can contribute anything to their children's education. Others have jobs or commitments which hinder them coming to school at all. One of the tasks of the Board is to enable each parent or family to work in some way to contribute his talents for the good of the children and of himself.

The curriculum is developed to guide the children in acquiring positive self-concepts and ideals through successful use of basic educational skills. Much emphasis is placed on individualized attention within small group learning units. Parents working as tutors, group studies aides and in other para-professional roles are essential for the unfolding of this curriculum.

In addition to its Parent-Teacher-Board cooperation, LEO School maintains close contact with community educational resources. U.W.M., Marquette and Alverno faculty and students donate services ranging from In-Service training and adult education to tutoring and accounting consultation. LEO Board members, teachers and parents also attend public school board meetings and belong to groups working to improve the quality of education in the city.

Instructional Life:

The life of the student at LEO Community School is as varied and creative as facilities, money, staff and parent involvement allow. The academic curriculum of basic units such as reading, mathematics, social studies and language arts is supplemented by specialists in reading, math and language arts, some of them provided through Title I funding. An

example of the ungraded approach to learning is found in the reading program where twelve reading levels replace the traditional 4th, 5th and 6th grades.

Co-curricular activities are music, library, field trips, drama, art, dance, physical education, sewing and competitive sports. The last six of this list are either taught or coordinated by parents and community volunteers.

Student services made possible through Title I funding, U.S. Dept. of Agriculture, Hunger Hike and other funding are the following: breakfast and lunch program, nurse, psychologist, guidance couselor and social worker.

A final ingredient or result of the instructional life of LEO Community School is the student life-style. There is an atmosphere of real acceptance and real belonging at LEO that is difficult to describe but real to anyone who visits, works or most of all who studies here. This does not mean that no students have problems, that parents do not have to be called in from time to time, or that teacher and parent-involvment plans do not have to be revised regularly.

What it does mean is that students know that life at LEO is possible, that they have a chance to learn, that their contribution is valued and most of all that someone really cares about what happens to them. They know that they are an important part of the school where "everyone teaches, everyone learns." For them, leadership, education, opportunity is not just a slogan, it is their life becoming possible.

Financial Life:

Until a more assured source of State, Federal or foundation money is found, LEO Community School Board does not anticipate expansion of its education model. The "Revised Budget" given below is actually a "survival budget". The Board and the people of LEO community feel that what was accomplished on this survival budget, supplemented by parent in-kind, university and other community help, amply justifies re-submitting the original 1970-1971 budget, with a few changes, for 1971-1972. It is their belief that if this budget can be met, even more can be accomplished in the year and years to come.

APPENDIX C

A Summary of the Legislative Status of State-Aid to Nonpublic Schools in Illinois, Michigan, Wisconsin, and Pennsylvania - September, 1971.*

by Rev. Olin J. Murdick

Michigan

The only forms of state-aid presently available to non-public schools under law are:

1. Auxiliary services
2. Bus transportation and
3. Shared time

None of these represents revenue; all are contributions-in-kind of limited program and monetary value.

On June 14, 1971, prior to the U. S. Supreme Court decision of June 28, Senators Faust, DeGrow et al introduced into the Senate Bill No. 855 which represents a proposed amendment to the "Income Tax Act of 1967" which would allow as a credit an amount equal to 50% of the aggregate amount of charitable contributions made to educational institutions. The contribution to be an allowable deduction must be made to the general fund, not, apparently, in the form of tuition.

The amount deductible may not exceed 20% of the tax payer's liability or $100.00, whichever is less. In the case of a corporation, financial institution or resident estate or trust the amount allowable as a credit shall not exceed 10% of the tax liability or $5,000.00, whichever is less.

* These observations were prepared following consultation with nonpublic school leaders in the four states who are familiar with legislative developments related to aid to nonpublic schools.

Since no consideration is given to persons who pay no income tax the impact of this bill, if it were to become law, would be limited to persons with higher income. Since the bill gives no relief to those who pay tuition, the amendment if it were to become law, would have very little impact on the financial burden carried by nonpublic school patrons.

Wisconsin

Although Senate Bill No. 138, providing parent reimbursement based on the average state aid payment (Public School) of the previous year carried in the Senate, it now appears, in the wake of the U.S. Supreme Court decision of June 28, that state aid for nonpublic schools will be limited, at most, to a tax credit plan which would allow deductions from state income tax for parents paying tuition for nonpublic school participation. For each elementary school child enrolled in a nonpublic school the amount to be deducted from one's state income tax, in 1971-1972 would be equivalent to 7% of the "net operating cost" in 1970-1971, $769.00, which is to say $54.00. For every secondary school child so enrolled the amount to be deducted would be 12% of $769.00 or $92.00.

The parent who pays no state income tax would be entitled to a refund of $54.00 per child enrolled in a nonpublic school. In no case would the credit exceed the amount of tuition paid.

Since the above aid proposals, if realized, would benefit parents directly, albeit in rather limited ways, the effect on parent-patron morale would be somewhat encouraging. It is reported that the political climate in Wisconsin, favors the adoption of some form of state aid to nonpublic schools.

Illinois

Although the legislature on June 22, 1971 approved three bills to aid nonpublic schools namely; 1) per student grants, 2) grants for children of low income families, and 3) grants for innovative programs, none of these seems destined now to receive executive support.

In fact, responding to the June 28, 1971 decision of the U. S. Supreme Court, the sponsors of the above legislation have asked the Governor not to sign the measures in their present form, but rather to recommend, in the terms of the power granted him under the new Illinois constitution, certain amendments, returning the bills to the house of origin, viz, the Senate. It is reported that the new aid measures being sought will enable nonpublic schools to benefit from the loan of textbooks, guidance and health services, etc. but no direct money grants.

There is no way to measure in monetary or other terms the significance of the above aid provisions, should they materialize.

It would seem, however, that since they represent aid primarily to institutions, and this very limitedly, rather than to parents they will not have a significant impact on the morale of parent-patrons in Illinois.

Pennsylvania

Pursuant of the U. S. Supreme Court decision June 28, 1971, Lemon vs. Kurtzman, which declared unconstitutional the purchase-of-services law which had operated for three years in the State of Pennsylvania, the general assembly of that state approved a bill entitled the "Parent Reimbursement Act for Nonpublic education". This act seeks to reimburse parents for tuition expenditures to a limit of $75.00 for elementary school children, $100.00 for secondary school children.

Taking effect immediately the above Act provides parents with the opportunity to request reimbursement for tuition expenditures incurred during the 1971-1972 school year.

Reimbursement payments to parents, contingent upon proper verification of claims, will be made no later than September 15 "in the school year following the year for which tuition reimbursements are being made".

The availability of funds for the above payments is contingent upon an adequate accumulation of revenue from the "Pennsylvania Cigarette Tax". Twenty three percent of the tax revenue so collected is earmarked for the "Parent Reimbursement for Nonpublic Education Act". To implement the Act the General Assembly created a Parent Assistance Authority.

The Parent Reimbursement Act, passed in record time without debate, reflects an overwhelming determination on the part of the General Assembly, despite the U.S. Supreme Court ruling, to supply significant, timely financial assistance to the parents of nonpublic school children. Nonpublic school authorities, however, are not unaware that the present legislation will in all likelihood be challenged legally.

Although the money available under present Parent Reimbursement Act represents a significant benefit to parents, the fact that the payment does not occur until the year following tuition expenditure means that some parents may find it difficult if not impossible to pay the tuition in anticipation of subsequent reimbursement.

Unless some provision is made, perhaps under the auspices of nonpublic school authorities, to finance the tuition payment, some parents may find it necessary to forego the privilege of nonpublic school enrollment.

Other forms of state aid are bus transportation and medical examination.

APPENDIX D

Teacher Supply in Detroit Catholic Schools - 1963 to 1980.

The following constitutes the number of religious and lay teachers in the schools of the Archdiocese of Detroit for the past eight academic years.

	Religious	%	Lay	%	Total
63 - 64	3,470	66	1,762	44	5,232
64 - 65	3,457	64	1,952	36	5,409
65 - 66	3,512	63	2,130	37	5,642
66 - 67	3,294	58	2,373	42	5,667
67 - 68	3,397	66	2,721	44	6,118
68 - 69	2,958	52	2,885	48	5,843
69 - 70	2,697	50	2,772	50	5,469
70 - 71	2,191	44	2,749	56	4,940

At the conclusion of the 1971-1972 academic year, 22.5% of parish and diocesan schools terminated operations. In addition, many schools are being forced to curtail enrollment. Members of religious communities are being given an increasing number of opportunities to serve the Archdiocese in ways other than teaching. With these considerations in mind, the 1971-1972 projection of lay and religious teaching personnel is listed below.

	Religious	Lay
1971 - 1972	1,980	1,950

The number of schools operating in the Archdiocese of Detroit has decreased by 100 in the past two years. Most of the forementioned schools were in lower economic areas. With the costs of education rapidly increasing the number of Catholic schools undoubtedly will continue to decline. The estimate of teaching personnel for 1975 and 1980 is as follows:

	Religious	Lay
1975	1,350	1,100
1980	1,000	750

It is apparent that the number of Catholic schools is heavily contingent on the number of religious willing to teach to greatly reduced salaries. If a large proportion of religious decide they can more thoroughly serve the Church outside of education, schools will close at a rapid rate. Except for very affluent parishes the number of lay teachers will not be able to exceed the number of religious.

Parents wishing to provide a nonpublic school education for their children in 1980 must be prepared for very high tuition rates.

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